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ABSTRACT

In this occasional paper, seven persons--a further education (FE) officer, two principals, the head of a specialist youth training unit, a plumbing teacher, a head of division of alternative education, and a Further Education Staff College (Coombe Lodge) tutor--give their views of the changes in further education in England during the past decade. Their intention was to write personally and record impressions rather than to be authoritative. The contributors discuss the changes they have seen in the environment of FE, including the curriculum, the students, the staff, college government and organizations, regional and national perspectives, and FE's values during the 1970s. The writers conclude that there have been substantive changes in such areas as students who have moved from part-time vocational to full-time nonvocational courses of study, in the role of lecturers and their place of work, and in the courses they teach. Change, too, has occurred in the organization and in the way the principlas are seen. However, the contributors, in summary, seem to suggest that despite substantial changes during the past decade, similar underlying assumptions have remained about the divisions between and the processes within training and education. According to the writers, FE has been reactive rather than proactive, and therefore, has absorbed change; can the changes of the 1980s be so absorbed? (KC)

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Further Education Curriculum Review and Development Unit

An Occasional Paper

ED227243

The changing face of FE

Personal perspectives on the changes that have taken place in further education over the last decade

Edited by **David Parkes**

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FURTHER EDUCATION CURRICULUM REVIEW AND DEVELOPMENT UNIT

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Dear Sir/Madam

THE CHANGING FACE OF FURTHER EDUCATION

Attached is an FEU Occasional Paper: a collection of personal perspectives rather than a conventional project report. Seven give their views of change over the last decade: an FE officer, two principals, the head of a specialist youth training unit, a plumbing teacher, a head of division of alternative education and a Coombe Lodge tutor. Their brief was to write personally and record impressions rather than to be authoritative. The result is a wide span of styles, coloured by opinion, sometimes formally documented sometimes nicely prejudiced. The contributions of the two principals have been divided into sections but placed alongside to contrast and to complement each other. That part of the FE officer's contribution defining FE has been similarly sectioned.

Sadly Fred Amess died before completing his "case study" which his colleague Clive Joels has done for him. As a piece of atmospheric writing Fred's contribution stands out and is, in itself, a tribute to him. Clive Joels' shift of style complements the theme of change.

David Parkes, the editor, takes responsibility for some modifications and divisions of the original papers and each contributor obviously represents himself and not his employing body. The emphasis has been on non-advanced further education rather than higher education.

Seven perspectives make a collection rather than an authoritative text. It is difficult to make a general case from specific instances. The attempt here has been to balance the contributions among specific 'for instances' context setting and personal reflection. The hope is that many of the points and issues developed in the text are not only 'recognisable' but also illuminating, and that the changes of the past decade have been explored.

It may well be that in five years this document will be out of date. Its publication now, however, is at a significant time. The colleges of FE are beginning to survive TEC and BEC and are now bracing themselves to withstand the onslaught of NTI, 17+ and other vocational preparation initiatives. The clientele of FE is on the verge of changing fundamentally; the way in which the FE system is able and willing to cope with this degree of change is more than hinted at in the following contribution.

Yours sincerely

Jack Mansell

JACK MANSELL
Director

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1 reviewing the range of existing curricula and identifying overlap, duplication and deficiencies

2 determining priorities for action to improve the total provision and suggesting ways in which improvement can be affected

3 carrying out specific studies, helping with curricular experiments, and contribution to the evaluation of objectives, and

4 disseminating information about the process of curriculum development in FE.

The publications in this series of Reports are intended to inform teachers and others and to stimulate professional discussion about matters of concern to the FE service.

The views expressed are those of the authors and are not necessarily those of the Unit's Board of Management.

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Editor's Introduction

Editor's Introduction

1. The cover letter to this document describes the contributors' brief. This introduction is based, however, not on intentions but what, in the event, was put on paper. In summary:

2. *Case Study (1)* divides into two sections. Fred Amess offers the tangible: the feel of an environment and the perception of an L.1 in plumbing. He describes a 1970s building crafts annexe; a traditional hierarchy, a traditional teaching and learning approach. Students and staff are joined by a conventional curriculum – a "TEC" recognisable by anyone in the business from the late 50s on. The principal is a distant and awesome figure. "– in a cloistered environment, working very well in a very orderly fashion, coping with gradual changes in technology and a slowly changing economic climate. It seemed at that time it could go on like that for ever".

3. Fred, and then Clive Joels with a change of perspective and style, move the picture quite dramatically from 1973 on. There is amalgamation, a new organisation, a new style, differently expressed values and a matrix structure. In 1970 Fred is a Lecturer 1 plumber; by the end of the decade he is a senior lecturer teaching life and social skills and communications in the Division of Alternative Education. In 1977 one project group is making and playing guitars under his direction.

4. In the next section *"Further Education, what is it and in what context has it changed in the last ten years?"* Chris Farmer, Michael Leech and Bob Hollyhock establish a broad base. Chris Farmer examines definitions, or lack of them, for further education and its blurred legal basis. He points at some statistics, looks at the movement between full and part-time students and highlights the convergence of provision under school and FE regulations. Michael Leech takes a wide canvas, including the post '73 oil crisis and finds an FE service both serving and subservient to its environment, heavily influenced by bodies such as the Industrial Training Boards. Bob Hollyhock places change within the larger environment of recession, identifying the long term debate in FE between vocational and non-vocational work.

5. In tackling *the curriculum* both principals are necessarily concerned with the impact of the ITBs, TEC, BEC and the lead in to MSC sponsored work. Both see the colleges as responding, sometimes reluctantly, to external stimuli, but, in responding, creating for staff a more professional stance to curricular development and teaching method. Bob Hollyhock emphasises new learning modes; Michael Leech is unsure how much has changed particularly in regard to what he describes as "credentialism".

6. Under the heading of *students,* both principals identify the move from part-time vocational to full-time non-vocational with consequent changes in college climate. Student Union activities are examined and student participation together with client expectation. Provision for the disadvantaged is put in the context of the wider variation of student mix depending on the college locality.

7. Under *staff,* both contributors identify the changing curriculum and the changing client base as creating at the same time both uncertainty and involvement.

8. The turbulence of participation, employment legislation, motivation in a period of resource constraint is a background to questions both of staff development and higher levels of accountability and exposure. The question is raised of how resilient and flexible staff are, after a decade of change, for more to come.

9. Under *College government and organisation* both principals observe that departmental structures have remained the norm. Michael Leech identifies the pressures to new organisational forms and Bob Hollyhock stresses, particularly in a short section on *Middle management,* the critical role of heads of department. Both principals naturally examine the central position of their own roles. They diverge in perception of the contribution of the Academic Board over the decade. One finds its contribution healthy and mature, the other sees the Board as increasingly ineffective in periods of stress and resource constraint.

10. Chris Farmer under the title *"The Impact of the New FE"* takes regional and national perspectives of the gathering pace of change. He examines

programmes on the ground as well as the policy framework, informed by reports, projects and research. He attempts, too, to place in context developments such as "Open Tech" and open learning.

11. Ashley Pollard in *Case Study (2)* traces those factors which in changing further education also force institutional and organisational changes of a major kind. In personal terms he starts the decade as a deputy head of a department of metallurgy and materials science and in 1982 is Head of a specialist youth training unit. In organisational terms he traces a series of responses to the new FE climate which lead to amalgamation and reorganisation and singularly the creation of a separate specialist unit for vocational preparation.

12. The final section *The character of FE* tries for an evaluation of what the sector stands for: over the decade, its values, its myths; its complexity, its significance, its place within the English and other educational systems.

13. *Who's who, What's what* provides a guide to the contributors and documents of the 70s, particularly those referred to in the text.

14. What can one bring together from merely seven but different contributors? In terms of the feel from one end of the decade to the other the case study stands out. It lends itself to the conclusion that change has taken place: change in the role of the lecturer, in his place of work, in the courses he teaches, in the students he relates to. Change, too, in the organisation, the climate and ethos of the college – the way in which the principal is seen. Part of the change is seen not from the lecturer's view but from Clive Joels with a job title one might not have recognised ten years ago. Change, too, comes from Chris Farmer's broader, more documented perspective concentrating as it does, on the new FE and the latter end of the decade.

15. The views of the two principals are more constrained. Particularly Michael Leech is not so convinced that the colleges are so different ten years on: merely, perhaps having a different form of credentialism – a more fashionable emphasis on learning rather than teaching – a greater need to justify the college and its provision both inside and outside the boundary. Fred Amess was a plumber, teaching not business studies or GCE or for that matter at technician level. How much different would a college appear to a lecturer teaching "A" level geography in 1972 and 1982? The transition from OND and ONC to BEC and TEC might have seemed painful to those involved. Objectively or subjectively seen by a principal, how different are the outcomes?

16. MSC sponsored courses have a very high profile, particularly in offering money at the flexible margins, but for most colleges, still, they offer only a small percentage of provision, according to Chris Farmer providing in 1980-81 about 6 per cent of expenditure in non-advanced further education.

17. Organisational changes, like academic boards, committee structures – even amalgamations loom large for those directly affected, particularly principals and heads of departments, perhaps not for the great majority. Most principals are likely to have experienced an industrial tribunal and be familiar with the employment and health and safety legislation; but most L.2s? Tertiary colleges as yet form only a small percentage of the 500 or so major FE institutions in England and Wales and the various arrangements for the post 16s in different authorities seem very similar now to a decade ago. Open learning is much discussed but little implemented.

18. Yet, the impression from the case study is very compelling.

19. The contributors have, in common, criticisms derived from the complexity of the environment to which the colleges react: lack of compatibility between BEC and TEC, difficulty of links between MSC and educationalists reflecting wider divisions between the DES and the Department of Employment. These latter go back to the arbitrary division between education and training exemplified by the setting up of the Industrial Training Boards. Environmental cohplexity illustrated in the final section is mirror imaged in college complexity. The question is raised of co-ordination and compatibility: not only between school and college provision, but between government departments, between

education and training, between government and industry. Chris Farmer asks whether the 1980s will bring the realisation of a freely accessible progressive and comprehensive range of educational opportunities for those over the age of 16. That may occur only within a co-ordinated education and training system. That may occur only in a society less dysfunctional in its dysjunctions.

20. However, the contributors, in summary, seem to suggest that for the last decade, despite substantial changes of emphasis on types of students and resourcing there have remained similar underlying assumptions about the divisions between and the processes within training and education. FE has traditionally divided between technical training and general education. Vocational preparation will require an integration of craft and general provision. As methods of learning have had a changed emphasis at technician level, so that shift can be seen occurring in vocational preparation. TEC and BEC and the ITBs have had major influence on this change of emphasis, from outside. If we are lucky the flexible interface between student and staff which has resulted may stand the colleges in good stead to respond to the demands of the New FE in the 80s.

21. Changes in government and organisation have for most staff been cosmetic and most changes, other than those above, have in themselves been marginal but cumulatively they may add up to a considerable climatic shift – as the case studies would suggest. FE seems to be reactive rather than proactive, therefore it might accommodate present change much as it has absorbed past ones. The difficult question remains as to whether the 1980s will be more a watershed than a small change in direction.

David Parkes
Editor

1 Case Study (1)

The Annexe
Communications
The Student Body
Curriculum and Syllabus Content
Teaching Methods and Support
Materials ..... Fred Amess

The Beginnings of Rapid Changes
The Principal and Academic Organisation
Changes in Curricula, Staff and
Students ..... Clive Joels

The Annexe

22. The Annexe, situated about two miles from the main college campus, started its life as a paint factory, and was purchased and converted by the Local Authority for Bradford Technical College in the early Sixties. The main block of the building is three-storied, with one or two single-storey buildings added. It is built on sloping ground, so that one enters at the front at 'B' floor level, while at the rear one enters at 'A' floor. From an accommodation point of view the building is compact and completely self-contained. 'A' floor consisted of a large refectory, voids or long-term storage spaces, pipes and materials stores, a gas fitting workshop, a welding and hard metals workshop, and a plumbing workshop. 'B' floor comprised two joinery workshops, one joinery machine shop, a wood store, a projects workshop, staff rooms, and loading bay at one end; the main entrance foyer, administration office, Head of Department's office, staff lounge and toilets in the middle; and a brickwork workshop and yard at the other end. 'C' floor had a central corridor with rooms on either side (C1 a staff workroom, C2 a library, C3 staff offices, and C4 a reading and meeting room also occasionally used as a film and TV room), followed by six classrooms and one building science laboratory with technicians room.

23. Generally speaking the building was pleasant to work in: well lit and ventilated, nicely decorated, and comfortable. Parking space on the road outside was not restricted and was ample for staff and students. The building was cared for by a caretaker who lived across the road; he had an assistant and three cleaning ladies. The refectory had a manageress and three assistants. The telephone switchboard and typing were looked after by two ladies, one working mornings and one afternoons. Technician staff comprised one each for joinery, brickwork, plumbing and gas fitting, and one lady who prepared the building science material, did the reproduction work and looked after a small stationery shop.

24. The academic staff were as follows: Carpentry and Joinery – three lecturers Grade 1 and one assistant lecturer; Plumbing – three lecturers Grade 1 and one assistant lecturer; Brickwork – one lecturer Grade 1 and one assistant; and Gas Fitting – one lecturer Grade 2, four lecturers Grade 1 and one assistant. There was also one General Studies lecturer who was also librarian, as well as part-time staff both day and evening. All the staff in the building were administered by a Senior Lecturer, who had the title Senior Lecturer in charge of Building Crafts. He in turn was visited two or three times a week by the Head of Department from the main college campus where the Building ONC and HNC and Civil Engineering were situated.

Communications

25. Generally speaking the staff at Browning Street were isolated from the main college buildings and events. The academic staff moved to Westbrook (the main college building) for about two weeks in any year, one week in July for reports and registers and one week in September for enrolment. Of course, there were one or two general staff meetings addressed by the Principal which all college academic staff were obliged to attend; these were usually of a superficial nature and did not seem to concern the staff of Browning Street. The real mode of communication was from either the Head of Department during tea breaks in the staff lounge or from the Senior Lecturer, or else from reading notices on a board in the staff lounge. Lastly, communications were passed by means of letters placed in a wire tray system outside the administration office on 'B' floor. The postal service from the main college was not very effective and was often delayed. It was felt by most of the staff at Browning Street that we were purposely kept in the dark about events and conditions at Westbrook so that the Head of Division and to some extent the Senior Lecturer in charge could impose their own conditions of service upon us. As events unfolded later the Head of Department would admit that he "shielded" us. The staff lounge on 'B' floor was the hub of communications at Browning Street. Three times per day most of the academic staff met there, and the discussions were wide ranging and often became quite intense.

26. The staff were all male, with the exception of an occasional visit from female General Studies personnel. They had all been craftsmen in the building trade, had years of work experience, and were highly qualified in their field. About 60 per cent were "teacher trained", mainly by completion of the Certificate of Education two-year in-service course at Huddersfield College of Education (Technical). In addition most staff had the City and Guilds Technical Teacher's certificate and had been part-time teachers for some years before gaining full-time lecturing posts. In general most of the staff had held fairly high posts of responsibility in industry, e.g. clerk of works, site agent, building inspector, housing inspector, etc. before entering teaching, very few coming directly from the "tools".

27. One topic of conversation which constantly came up was promotion, or to be more accurate the lack of it. At Browning Street each section had its own senior man, usually the one who had been there longest. He was the one who was chasing the carrot and expecting promotion. He was expected to be responsible for course organisation, timetabling, ordering materials, and part-time staff – in fact for all the duties of a course tutor, for which, at that time, he received a remission of two class contact hours from his timetable and, of course, an indication that at some time in the future promotion would come his way. In the early Seventies it became apparent to us that something was wrong with the system. As I have indicated previously, the "higher" half of our department, namely the Building ONC/HNC and Civil Engineering half, was situated on the main college campus at Westbrook. The courses were divided into sections (as was Browning Street), each with a lecturer in charge. One by one these lecturers were promoted, some to L2, some to SL, until by 1973/74 only one lecturer was left on an L1 grade. It also became apparent that the points accrued by the craft students at Browning Street were being used up to provide these upgradings. On complaining, the usual reply was that one should keep a lookout for higher posts in other colleges.

The Student Body

28. As would be expected in a Building Crafts department, most of the students were building trade apprentices attending on block or day release courses, with some evenings-only classes. In addition to these, the department also had one CITB course in Carpentry and Joinery, and one in Brickwork and the Trowel Trades. When local government finances allowed we also undertook some school/college link courses in Plumbing, Carpentry and Brickwork.

29. On the whole the craft apprentices were a boisterous lot, full of fun but not very hard to control. They were prepared to work hard to gain the qualifications they would need to move upwards in their chosen trades or crafts. Most of the apprentices came from small firms with a maximum of three or four from the same firm, with the exception of the Gas Fitting section, where the total student body was provided by the North Eastern Gas Board.

30. I would guess that in any one week in the early Seventies the Building Crafts department would have an attendance of about 350 students.

31. Apart from the tables and chairs used for eating purposes and the area where these were situated, there were no facilities for student recreation at all in the building. In ten years of service in that department I can only recall two occasions when students were allowed to have sport on a nearby recreation field. The reading room was used for that purpose and not as a recreation room! The general attitude of staff to students was that students were released from work and paid to attend college where they would work hard to gain the qualifications they required. A friendly but authoritarian atmosphere prevailed, with the chief dispenser of discipline being the Senior Lecturer aided by the lecturers in charge of each section Students' Union and college sport and recreation notices appeared on a central noticeboard in the foyer, but little notice if any was ever taken of it by the students. In fact they were as isolated as were the staff from the main college campus.

Curriculum and Syllabus Content

32. By 1970/71 Regional Examination Boards had become well established. These boards or Councils

had taken over responsibility for syllabus content and examination form up to basic craft level from City & Guilds of London Institute. By the time I became involved with the D6 Committee of the Yorkshire & Humberside Council for Further Education (YHCFE) much work had already been done to bring the syllabus and qualifications more realistically in line with practices in industry, City & Guilds developing the Advanced Craft along similar lines. No longer could it be honestly said that it was possible to pass City & Guilds and still be a poor plumber. Bench models had given way to practical projects taking a week to complete, working to fixed points and pressure testing then being assessed and graded by the college tutor and finally assessed by a visiting assessor from YHCFE. In the field of theory, written examinations were replaced by multi-answer objective tests and written projects. Staff from each section at Browning Street were involved with YHCFE, helping to set the syllabus and examinations. Recognition of the reality of our work in colleges was reflected by the Joint Industries Board for the Plumbing Industry in the late Sixties when they introduced a grading system for plumbers with three defined grades and wages:

1. Trained Plumber – 4 years training + Craft Certificate
2. Advanced Plumber – Trained Plumber + Advanced Certificate
3. Technician Plumber – Advanced Plumber + Technician's Certificate and responsibility.

In addition to this, extra hourly pay could be claimed for certificates in Bronze Gas and Arc Welding.

33. From a lecturing point of view this meant that one had to be constantly updating lectures and practical skills to keep up with developments in the industry and sometimes to take the lead, as in the case of Metrication (the building trade was the first to go metric). The college put on special short courses for employers and their staff.

34. The main courses for plumbers were the Craft and Advanced Craft, and by the early Seventies it was possible to complete both courses in three years, with a fourth year available for endorsements to the Advanced Craft, Certificate, or a further two years to Technicians Certificate.

35. Because of the "project-based" practical and theoretical work involved it was decided that a block-release system would be more appropriate than day-release, and after meeting with employers it was decided that a block release programme of one week in college and two weeks out, with one night per week attendance when not in college, would be adopted. This system is still in operation today. A typical week's timetable would consist of five half days' practical workshops; two half days' written projects; two half days' theory and associated plumbing subjects; and one half day General Subjects and mathematics. The General Studies element tended to be either remedial English or subjects related to craft knowledge and bears no comparison with Social and Life Skills as we know it today.

36. In the late Sixties the department mounted a scheme of pre-apprentice training. Fifteen lads, 15 years old, were enrolled on to a one-year full-time mixed building crafts programme. They received training in both practical and theory in plumbing, carpentry and joinery, and brickwork, and subjects related to craft work such as drawing, science, physics, English and maths. At the end of the year's course, the lads were found jobs in local industry in the trade of their choice. This course lasted for about three years and gave us valuable experience working with the type of student who would be coming to us in the early Seventies through the Industrial Training Board.

37. When the CITB was first set up in Bradford it was viewed by many of the college staff with a certain amount of hostility. It was thought that "they" would set up workshops of their own and steal our first-year students. It soon became evident, however, that the CITB required our services and were willing to pay for them. We quickly established a 26-week full-time CITB course in Brickwork and Trowel Trades and one in Carpentry and Joinery, but unfortunately a misunderstanding between the Plumbing Masters Federation, the college and the CITB training officer caused the CITB Plumbing course to be given to a college in a nearby town. For purposes of my own career development I volunteered to teach some of the Trowel Trade subjects on the CITB course, and soon found that 7 out of my 21 hours class contact per week were devoted to it. The syllabus for this

course was supplied to the students by CITB. It was brief, to the point, well illustrated and easy to follow. My Lecturer's copy had, in addition to the contents supplied to the students, weekly or monthly test papers to be given at regularly prescribed intervals. This enabled the tutor to monitor student progress and to assess his own effectiveness in teaching the subject. Most areas of the syllabus left scope for the tutor to use his own inventiveness and initiative and one was not compelled to use the material supplied by CITB if one did not choose to do so. Students who did well in the end of course examinations were allowed to leave out second year studies and proceed directly to third year and the craft certificate examinations. In one or two very rare cases students were allowed to attempt the craft certificate at the end of their 26-week full-time course.

38. It was about this time in the 1972/73 sessions that the student enrolment in the Building Crafts started to fall drastically. Employment in the Building Industry has always been cyclical in nature, with good years and bad years, but this time the drop was steady and continual. We were not to know at the time but this was the beginning of the great depression that we are still going through.

39. It was felt at the time by myself and many of my colleagues that, because the government had interfered with the normal apprenticeship system by imposing levies and giving grants to firms and then setting up training schemes, most small firms were beginning to feel that it was no longer their responsibility to ensure the future supply of well trained craftsmen, and that this was now the government's responsibility. Many felt relief that this expensive and often frustrating responsibility of training apprentices had been taken away from them. There are still many firms today who since that time will not employ apprentices.

40. In order to mop up the spare teaching capacity caused by this fall-off in apprentice numbers it was decided that we would take a larger part in the school/college Link courses. I was asked to co-ordinate this work for the Annexe with the main Co-ordinator for the College at Westbrook Building; this I did. The work entailed me going out into upper schools to "sell" the courses in Plumbing, Brickwork, and Carpentry and Joinery to teachers and pupils. I organised the courses on a one-week, half-day block system, taking two or three students from each school interested in the scheme. The work was entirely practical and workshop based, the syllabus being designed by interested lecturers with a view to what would interest the pupils and what they would be capable of doing. The courses were a success for staff and students alike. The only problem was a general shortage of money and the uncertainty about the future financing of the course.

Teaching Methods and Support Materials

41. Most of the lecturers at Browning Street had gained their professional qualifications under the old night-school, three nights per week, system. Most of us had been subjected to years of note-taking from the chalkboard or dictation with extensive drawings to be copied, and we all knew how painful this method could be. Perhaps for this reason "chalk and talk" was not often used.

42. Extensive use was made of Banda and Dyeline prints, overhead projectors, films, magnetic board build-up presentations, models both still and working, pieces of equipment from manufacturers, trade literature and textbooks. In the practical field the method was demonstration to the group followed by supervised practice.

43. The quality of the lecturing at Browning Street was very good. This was reflected by the high percentage of examination passes gained by our students and the number of prizes they won. The staff took pride in their work, constantly updating on professional as well as teaching skills.

44. Weekends were often given up in order to attend meetings and working parties at other colleges in the area. Manufacturers were encouraged to bring their products into college to demonstrate to the staff and students. Quite often staff were encouraged to branch out into new skill areas in order to improve their "flexibility" within the college or department.

45. The picture I have tried to paint is one of a cloistered environment, working very well in a very orderly fashion, coping with gradual changes in technology and a slowly changing economic climate. It seemed at the time it could go on like that for ever!

The Beginning of Rapid Changes

The Principal and Academic Organisation

46. Early in 1973 a decision to incorporate Bradford Technical College and the Regional College of Art into one College was taken by Bradford Metropolitan Council. The new Bradford College of Art and Technology opened on 1st September, 1973.

47. Because each college had had its own Principal and administration some far-reaching changes had to occur. A new management and administrative structure was necessary, and the post of Principal for the new college was advertised. In due course interviews were held and the panel decided to appoint an "outside" candidate to the post rather than one of the Principals of the former colleges. It would seem that the Council not only wanted a new college but a new philosophy as well.

48. The new Principal took up his duties on 1st September, 1973. Our former Principal became Vice-Principal, and our former Vice-Principal became Dean of Student Studies. Staff from both colleges became members of staff of the new college automatically.

49. Our former Principal had served the college well for many years. He had played a key role in expanding the college during the Sixties. He had established and developed a college administration that was required to move the college through its development from a mainly evening institute to a college with a predorninance of day work or full-time courses. He was a public man, well known and respected in local government circles as both Principal and Councillor. He represented the college nationally and internationally on educational matters, having, over the years, gained the knowledge and stature to do so.

50. As one might expect, he inspired loyalty and respect from senior staff, both administrative and academic, while junior staff held him in awe. To be spoken to by the Principal was an event in the calendar. He appeared to rule from so far above us, but no one was in any doubt that he ruled and that his word was law. If he visited our section of the college it usually resembled a commanding officer, complete with entourage, visiting his men at the battle front. He always showed a keen interest in examination results and was seldom absent from interviewing panels for academic staff appointments.

51. On hearing that the Principal had failed to gain the post of Principal of the new combined College of Art and Technology, a state of shocked indignation ran through the department, until it dawned on us that not only had they cut the old head from our body but they had also replaced it with a head we did not know. Much would depend upon whether the body would reject the transplant, or whether indeed the new head would reject the body.

52. The system of internal college government at the time of the new Principal's appointment was based on a traditional departmental structure in both the old Technical College and the Regional College of Art. Each department was an autonomous unit comprising a collection of different courses, and directly responsible to the Principal through its Head of Department, with one Vice-Principal in each College carrying out a range of administrative responsibilities on behalf of the Principal. College development was based on the individual response of a department to demand. You found the students, and finance for staff, rooms and equipment followed. The Technical College had, during the early Sixties, gone through the trauma of giving birth to a College of Advanced Technology, and had rebuilt its identity around the work discarded by the CAT. This work was initially housed in a series of annexes around the town, which included Browning Street, and during the late Sixties and early Seventies the worst of these annexes were vacated and courses re-housed in the central Westbrook campus, leaving Browning Street as the only outpost of technical FE separated by some two miles from Westbrook. Conveniently, the Regional College of Art was adjacent to Westbrook

and the Margaret McMillan College of Teacher Education, involved in a merger with the College of Art and Technology in September, 1974, only a five minute walk away. As a contrast, Margaret McMillan College was organised around a single course of teacher training, with responsibilities being held for the component parts of the course with significant powers of academic decision vested in an academic board. By September, 1974 it was clear that we had a new body as well as a new head! This analogy is perhaps particularly apt, as the College formed from the merger of three separate institutions set out right from the start to create a new and distinctive single identity rather than become a loose federation of old identities. This new identity has been reflected in both the organisational basis of Bradford College and the style of management.

53. After the lengthy period of debate and consultation during 1973-74 a matrix organisational structure was established. This structure comprised a number of Schools, each divided into Divisions, which were given responsibility for academic staff, courses and students; and a number of Faculties each responsible for certain specialist workshops, their equipment and technicians, and the 210 monies spent on materials. Each Faculty has its own unique area of responsibility: for example, Technology, Creative Studies, General Studies and Communications, and Contemporary Studies; and each Faculty could be involved with each School. The initial School structure included Technology and Design, Business and Social Studies, Combined Studies, Adult and Community Education and Teacher Training. This matrix structure was established to integrate the working areas of the three constituent colleges and to create an openness of structure as a better basis for responding to the expected changes of the late Seventies and Eighties.

54. Concurrent with the emergence of this matrix structure was the establishment of an Academic Board, School and Faculty Boards of Studies and Divisional Boards. Appointments were made at Head of School, Head of Faculty and Head of Division level, many of these posts being new appointments, and one new Vice-Principal was appointed to join the other two V-P appointments of the former Principal of the Technical College and the former Vice-Principal of the Teacher Training College. The style of management initiated by the new Principal was consistent with the opening up of decision-making and debate intended with the Boards of Studies structure. Whereas the former Technical College Principal and Head of Department had appeared distant and difficult to approach, staff could now get access to College management both directly and through Boards of Studies. Under the new Articles of Government for the College a Board of Governors was established and the meetings of this body and of all the other main committees were opened to any college staff to attend as observers.

55. These changes had an immediate and positive effect on the closed and insular nature of Browning Street and its management. Staff had new avenues for their ideas and energies, and the mid to late Seventies heralded a number of developments in Bradford, including work with unemployed young people. This latter development was facilitated by both the new matrix structure and the style of College management. The structure enabled the formation of a Division with responsibilities for running a number of MSC-financed courses using a wide range of College workshops and specialist facilities previously "owned" by autonomous Departments. Having one Division strengthened the common academic philosophy governing the work, and gave some focus and status to a type and style of work in FE described by many as low-level and unimportant. The style of management directly influenced the formation of a team of staff who had very different experiences and qualifications and contrasting educational ideologies. Fred Amess joined this team in September, 1977 as an LII to work with unemployed school-leavers. This work was to chart new passages in Fred's "lecturing" career and his expertise and influence was to make its mark on the style of our work.

Changes in Curricula, Staff and Students

56. In contrast to the process of slow change in curricula and teaching methods at Browning Street, work with the unemployed signalled a series of very

abrupt changes. The curriculum that formed the Plumbing Section's work was defined by the claimed job demands of the trade, and the students who attended, whilst not without their own individuality, had made some choice of vocation, had a job, and had achieved some measure of academic success at school. The groups were also generally all male. Suddenly all the assumptions on which a plumbing lecturer's work had been based had to be questioned; our frames of reference had to change, because this was a new FE. The new students were presenting a very different range of social and educational problems. Typically they have a history of failure in conventional education; they are young people who may be bored, who have often found tasks at school, college and work dull, uninspiring and unrewarding, and who may be reluctant to attend a college. Young people with low academic but generally very mixed abilities, low self-esteem, poor learning ability, low expectations, often unable to see any value in changing themselves, and suspicious of authority. Such students exhibit differences of pace, span of attention and interests, but first and foremost they are people and individuals.

57. Other issues which this new work places under a microscope include all those expectations and attitudes of lecturers which lead to implicit teaching – the need to rethink the social and historical location of traditional curricula which proceed on the basis of traditional beliefs and attitudes, not necessarily held by students, about how they learn, what they should be like, and what society is like (particularly a society experiencing high levels of unemployment that is probably at least in part a structural problem of permanent job loss rather than simply a passing economic phase).

58. In developing the new FE we noted at least three major issues affecting the quality of provision which we felt should be brought into sharp focus. Firstly we had the characteristics of the student whose primary needs are, we believe, concerned with the attainment of status and independence, acceptance as an adult and the experience of achievement. We reminded ourselves that learning is an individual matter, determined by students sorting things out for themselves rather than by what the lecturer or teaching material does. These are catalysts. Self-image results partly from perceptions of one's capacity to function in society. This, it seems, is about getting and keeping jobs and friends; relating to oneself and to others; keeping one's affairs in order; managing money; and in general moving the locus of control from the external to the internal. There is thus a need for training for sequence, or cause and effect; a need to overcome unemployment and social helplessness, using verbal strategies, personal problem-solving skills and information-gaining abilities – and from a lecturer's point of view, the need to make these explicit in the whole range of learning experiences.

59. Secondly, there is the question of the lecturer's attitudes and attributes. These, we believe, have a close relationship with a student's ability to learn. Students often succumb to the labelling effect, doing what is expected of them, and inaccurate lecturer expectations can stifle development. It seemed to us that lecturers should hold an optimistic view of students' potential. They should be capable of developing a relationship based on trust and confidence, and have sufficient sensitivity to understand the behavioural and learning needs of their students, and, of particular importance, the ability to give help in a non-custodial sense, to preserve the student's individuality. Clearly the staff should be capable of coping with the uncertainty posed by the disparity of student behavioural and learning needs and the varied and flexible teaching methods required to cope with these needs. This requirement highlights the importance of regular staff support through curriculum-led staff development and the organisation of staff into course teams. Their ability to work closely together in a major source of strength and continuing development for each lecturer in a team. By creating their own open working environment the staff can share experiences and learn from each other and thereby provide their own support to help them cope with the uncertainties of the work.

60. A third issue is the process of teaching itself. The course team plays a central role in this, being the means of creating a single integrated process of learning where students learn about themselves and

social interactions alongside the development of skills and acquisition of knowledge. The process of teaching needs to include a variety of realistic experiences to which the student can relate and tends to emphasise a practical education medium to provide a sense of achievement.

61. As Fred has described above, Bradford College had already provided a wide range of courses to meet the needs of the 16-19 age group, mostly of a relatively traditional vocational nature, but it also offered a number of courses that explored the nature of community needs. The problems of the unemployed 16-19s presented an interesting opportunity to bridge those two traditions in the formation of the initial course team. The programme developed by this team in 1977 was designed to identify a curriculum which would respond to the major social and economic problem of unemployment. This curriculum would seek to make the best use of existing strengths, traditions and resources in an attempt to ameliorate the problems of the young school-leaver, which achieve greater prominence with those young persons who fail to find employment. In the first instance the inadequate development of the basic skills required in adult life imposes unnecessary restrictions upon personal development in the work and social environments, and makes the transition from learning to earning, or to independence as an unemployed young person, more difficult for the unprepared majority of school leavers. Their self-esteem and enthusiasm can be seriously damaged without an adequate preparation for employment or its alternatives – a preparation requiring imagination and initiative and a flexibility of approach perhaps unfamiliar to many sectors of education.

62. Unlike those earlier experiences of Fred's with schemes of work already developed, his new role demanded that a curriculum be developed from "fresh ideas". The aim of the new programme was to help the student to establish a personal identity through experiences designed to assist them in discovering interests and abilities, particularly of a vocational nature; building self-confidence and group working skills and the ability to communicate; and adapting to the demands of any jobs or training which they might obtain. The teaching and learning methods were seen as central to the success of the course. A "learning through interests" approach, emphasising task-oriented activities, was devised to give purpose and reality to the teaching environment from the student's viewpoint. To be successful, the team considered that this learning should be carried out in a supportive environment provided by regular counselling of individuals throughout the programme. Active help is given to students to realise intuitively their own potential for growth and to provide the emotional support they need to be able to take charge of their lives and to make positive decisions about courses of action. The importance of this counselling process underlines the need for the development of a relationship between tutor and student where sufficient trust must exist for the students to discuss their problems freely and enable the tutor to guide the programme to meet individual needs. All the interest-based projects are concerned with producing a clearly-recognisable product which demonstrates the completion of the ideas-based project. Products may include saleable or usable items, a video film or painting, or perhaps an exhibition of work completed by the students. Projects involve a number of mutually dependent skills or processes, so that students will have the chance to identify interests and abilities from a variety of tasks. An important feature of the programme is that they are so organised that individual students are faced with the need to define problems and arrive at solutions in consultation with each other and with staff.

63. To illustrate this early curriculum in more detail I include the following extracts from a report on Fred's first project written by him in 1977. This report describes just one of a number of projects, each very different in style and content, but each meeting the curricular specification outlined above.

64. "I chose musical instrument making as the central theme of my programme on the basis that:

1. It involved a high proportion of hand skills.
2. It could be developed on a discovery learning basis.
3. The end product would be useful and desired by the student.

4. On completion the student could learn to play their instrument.
5. It would take several weeks to make, building up interest from week to week as it developed.

65. My own knowledge of guitar making at the start of the programme was almost non-existent, but to offset this I had over thirty years of hand skill practice and a very good book on guitar making. The degree of skill required to make a good classical guitar is of a fairly high order, requiring concentration, patience, and a comprehensive knowledge of the principles upon which the guitar produces sound.

66. "By using the book I had purchased, I was able to reduce many of the high skill areas of manufacture to a level more appropriate to the students; this meant producing simple explanatory drawings, templates for marking out the various guitar parts, and formers and jigs to help in the production of the parts. The students themselves of course carried out much of this development work as research into the making of the guitar.

67. "During the manufacturing stages of making the guitars the following skill areas were covered by most of the students in the group:

1. Measuring and drawing.
2. Marking out.
3. Cutting out shapes in wood using: electric band-saw, electric hand jigsaw, coping saw and junior hacksaws.
4. Shaping of wood, elementary carving, using: chisels, planes, surform rasps, etc.
5. Gluing practice using 'Resin W' and 'cascamite' glues.
6. Sandpapering by hand types of sanding machines.
7. Bending wood using a steam-heated wood bender.
8. Tusk tenon jointing of wood.
9. Clamping and assembly practice using vices and 'G' clamps.
10. Staining, using wood dyes.
11. Basic french polishing or varnishing.

68. In addition some of the group also acquired skills in:

(a) Leftword method of mild steel gas welding on sheet and pipe, coupled with the safe usage practices of acetylene welding equipment.
(b) Screen printing.
(c) The use of electric hand and standard drills.

69. Due to the lack of knowledge and the necessary techniques by myself and the group, the guitar making proceeded on a stop-go basis between snags which had to be thought out and overcome . . .

70. "In retrospect the quality of the first guitars produced was not perfect, but good enough for the group to ask me to set up a club on Wednesday evenings so that they could learn to play. (This club continued for over a year – CJ.)

71. "I think it fair to say that all members of the group achieved results in skills that they had no idea that they had a potential in. It also helped many to discover types or areas of work they might be interested in, and finally developed their ability to learn . . .

72. "One of the similarities shared by the music maker group on joining the course was a lack of confidence in themselves as persons. This was manifestly clear in their approach to and communications with adults, which varied in individuals from extreme shyness to the point of total non (verbal) communication to reluctant, often truculent communication. As examples of this one could take the cases of Laila and Stephanie, who for several weeks communicated with no one but each other and who would politely ignore requests to do work which meant that they would have to speak to other group members. At the other extreme Stephen and to a certain extent Martin would refuse point-blank to do work they thought meant working closely with other group members. The refusal was often accompanied by displays of temper and the throwing of objects.

73. "My approach to this problem was both group and individually orientated. I constantly claimed that being a music maker was something special and that

our group was always the best in every way. At first the group was sceptical, but I do believe that they quickly began to believe this; in fact several have informed me that theirs was the best programme and that no other programme could be as good.

74. "Individually, I quickly made the effort to find out all I could about each group member, and became enthusiastic about their good points, always taking every opportunity to inform them of their good points and generally creating a bond of friendship and esteem between us. I trusted them at every opportunity and created the impression that I was their champion against all other authority. Of course this strategy did not always work and I was naturally 'taken for a ride' sometimes, but generally the response was what I required and I think I succeeded in building self-esteem and confidence in the group.

75. "During the early weeks of the programme the group's attitude to the course was one of pupil or student at school, so much so that at the end of the first two weeks I had to strongly point out to them that they were in fact being paid by MSC for working and that they were employees, not students. This also had a long term effect on their attitudes and also their confidence. I think it is important that the tutor act the part of employer or foreman of the group, trying to give them an insight into the kind of behaviour that will be expected of them in industry.

76. "About the tenth week of my course I found myself in what can only be described as a 'find a job at all costs' fever, Patrick from the Careers Advisory Service practically becoming a group member. This upsurge in interest in work opportunities was quite spontaneous, with very little help from me. I cannot honestly say that I was in any way responsible for it, but I console myself with the thought that I helped to make the group what it was, and constantly answered questions from the group as to their job suitability, giving them that little push where needed.

Concluding remarks

77. In my opinion the programme succeeded in its objectives. All the students benefited in one way or another from their experiences on the programme.

78. "Generally their ability to interact and communicate with others has improved.

79. "Their confidence level is well above what it was at the start of the programme.

80. "The knowledge that they can perform tasks requiring a fairly high degree of skill has improved their attitude to work, in many cases leading them to first seek out and then obtain employment.

81. "Friendships have been created between group members that could prove lasting.

82. "A link has been formed between underprivileged young persons and a college of further education which could have a lasting effect upon their lives at some time in the future.

83. "Most of them now have a guitar to play and are invited round to my house on Wednesday evenings for lessons!"

84. As well as being a tutor, Fred played a major part in the practical development of the Multi-Media Workshop in which this programme was run. He had made it to the central College campus area, but the accommodation available and suitable for our work was a 500m² "garage", originally part of a Bradford hotel taken over by the Authority and renovated for College use, with most of the development done by students and staff.

85. Between 1976 and 1981 Fred continued to build on his repertoire of experiences as a lecturer. He contributed to Life and Social Skills and communications elements of the curricula, venturing into the area of "experimental" work, and added his style and craftsman's precision to many new course developments and to various aspects of staff development work necessary for both the original staff and the increasing number of others who have joined us over this period. Counsellor and mentor to both students and colleagues, he was soon promoted, on the rising wave of the new Further Education to:

Fred Amess, Senior Lecturer, Division of Alternative Education – a long way from Browning Street, and still further to go with ABC and A New Training Initiative!

2 Further Education

FURTHER EDUCATION. WHAT IS IT AND IN WHAT CONTEXT HAS IT CHANGED IN THE LAST 10 YEARS?

What is FE? ..... **Chris Farmer**

The College in its Environment ..... **Michael Leech**

The College in its Environment ..... **Bob Hollyhock**

Further Education

WHAT IS FE? Chris Farmer

86. The face of further education is curiously ill-defined. Its character depends very much upon which element is under scrutiny and where it is being observed. Its features embrace provision made by polytechnics, institutes of higher education, colleges of further education and the adult education service. DES statistical bulletins refer to provision made in adult education and youth centres as well as 'major establishments'. Elements of the provision made may be variously described as advanced, non-advanced, poolable, non-poolable, designated, non-designated, vocational, non-vocational, and, latterly, pre-vocational. The formal relationships between maintaining LEAs and providing establishments may be conducted through relatively autonomous governing bodies in the case of colleges of further education, the more independent governing bodies of polytechnics or more directly, as in the case of adult education, through the officers and advisers of the LEA. The pressures which influence the form and process of provision may vary from the expectations of employers and the requirements of national validating and examining bodies, which tend to shape that made by 'major establishments' to the facilitating philosophy and essentially student centred approach of much of adult education. Given the polymorphous and dynamic characteristics of the creature an element of selectivity is essential if its changing colours are to be reflected in any detail. Without prejudice to any of its other manifestations the following will concentrate on provision made under the aegis of colleges of further education.

87. Even on so restricted a canvas the face of further education remains somewhat enigmatic. Addressing itself to the problem of defining Further Education in 1959 the Crowther Report[1] observed that 'As used in official documents and statistics, it is something of a term of art. It is defined by types of institution rather than by types of instruction given; the institutions are those, conducted mainly by local education authorities, which come under the Further Education Regulations of the Ministry of Education . . . It excludes the universities and all private institutions, including works schools, private commercial and correspondence colleges and a great variety of other such institutions.' It is still easier to identify what Further Education is not, than to state what it is. Indeed it may be argued that one of the significant trends in post-16 Education in recent years has been the convergence of the different elements within the post-compulsory system. Technically Further Education may be defined by exception as education provided for persons over compulsory school age in an establishment, other than a secondary school, maintained by a local education authority. Section 41 of the Education Act, 1944 established a duty on LEAs 'to secure the provision for their area of adequate facilities for further education, that is to say, full-time and part-time education for persons over compulsory school age'. In so far as 16-19s are concerned there is an overlap between further education thus defined and provision made under Section 8 of the same Act, which established the duty 'to secure that there shall be available for their area sufficient schools for providing secondary education, that is to say full-time education suitable to the requirements of senior pupils, other than such full-time education as may be provided for senior pupils in pursuance of a scheme made under the provision of this Act relating to further education'. While Section 41 appears to be quite specific as to the duty established, the interpretation and implementation of the Act has generally made a distinction between provision for 16-19s in secondary schools and that made in further education. Provision for those presenting themselves for post-16 Education in secondary schools has been regarded as mandatory, whereas LEAs have exercised discretion both in providing further education and in securing it for their area by allowing students to attend, and paying for, provision made by other Authorities. This variation in interpretation has been brought into the public arena by the Warnock Report[1], which observed that 'Local Education authorities have a duty, which is not widely recognised, to provide all young people who want full-time education between the ages of 16 and 19, either in school or in an establishment of further education, though not necessarily whichever of the

[1] *15-18* – Report of the Central Advisory Council for Education, HMSO, 1959

[1] *Special Educational Needs* – Report of the Committee of Enquiry into the Education of Handicapped Children and Young People, HMSO, 1978.

two the individual prefers'. There is a clear implication that LEAs have been failing in their duties by not providing a sufficient or a sufficiently wide range of full-time opportunities for 16-19 year olds. The duties of LEAs as they relate to provision for part-time or older students were not commented upon by Warnock.

88. The picture is complicated further by the fact that Section 42 of the Education Act, 1944 firmly related provision made under Section 41 to *schemes* of further education approved by the Secretary of State. LEAs were requested to submit schemes for approval by 31st March, 1948. Since then the Department of Education and Science has not insisted that schemes be kept up to date and few LEAs have done so. The control of further education has been exercised principally through the capital building programme and the course approvals system for advanced courses. The great majority of further education is therefore probably *ultra vires*. We therefore have a system of further education which is technically outside the law and within which the duties of local education authorities are far from clear. These uncertainties resulted in the establishment of a joint working group composed of officers of the Department of Education and Science, the Welsh Office and the Local Authority Associations to review the legal basis of further education. This has now reported[1], but which of its recommendations will be implemented is uncertain, and the situation remains confused.

89. The significance of the discretionary interpretation of the legislation has inevitably been heightened during the recent period of economic recession in which the proportion of local authority expenditure borne by the rates has increased steadily in successive rate support grant settlements from 34.0 per cent in 1975-76 to 44.3 per cent in 1981-82.

90. While the legal basis of further education and its provision have recently been recognised as confused, the distinctions between provision made under Sections 8 and 41 of the 1944 Act have become increasingly blurred. Until recently it was possible for the taxonomist to take some comfort from the fact that further education occurred in institutions operating under the separate Further Education Regulations of 1975. However, these have now been revoked and replaced, along with the Schools Regulations 1959, by the Education (Schools and Further Education) Regulations 1981, made under the Education Act, 1980. Although there is no operational connection the change parallels trends within secondary and further education during the past few years. Colleges of further education now commonly offer courses leading to GCE A and O level, while a growing number of secondary schools have established pre-vocational courses certificated by the Royal Society of Arts, the City and Guilds of London Institute, the Business Education Council and, in a few cases, by the Technician Education Council, either independently or in association with colleges of further education. The growing convergence between school based and college based provision suggests that the notion that further education is essentially 'technical' and concerned with 'vocation', whereas provision made by secondary schools is 'general' or without vocational direction is becoming increasingly ill-founded in contemporary practice: the more so in that many 'vocational' courses involve substantial elements of 'general' education, and the distinction between the two tends to ignore the vocational purposes of many of those following GCE courses as a means of gaining direct entry to particular forms of employment.

91. Although Section 8 of the 1944 Act does not state that part-time students may not attend secondary schools it is taken to imply that they may not do so. Traditionally part-time students have been released from their employment to attend courses of further education, and it was the expectation of Section 42 of the 1944 Act that County Colleges would provide for 'young persons who are not in full-time attendance at any school or other educational institution'. Paradoxically the attendance of part-time students on school based courses has been stimulated by unemployment rather than employment. Under the DES dispensation of

[1] *The Legal Basis of Further Education* – A review by officers of the Department of Education and Science, the Welsh Office and the Local Authorities, DES, 1981.

February, 1980 unemployed young people may attend school based as well as college courses on a part-time basis for up to 21 hours per week so long as they satisfy the relevant DHSS regulations. At the time of writing a little over 7 per cent of these students must be registered with a college of further education, which may also be co-operating with the school by providing specialist teaching and facilities. The coincidence of widespread unemployment with the largest 16-19 age groups has enabled some schools to gain experience of making part-time provision both by infilling students onto established courses or by establishing new pre-vocational courses; a development recommended in appropriate and controlled circumstances by the Macfarlane Report.[1]

92. The growing convergence within post-compulsory education has been reflected institutionally in the development of the tertiary colleges which have been established since 1970. These represent the extension of the comprehensive principle into post-compulsory education and what the National Foundation for Educational Research has described as 'a synthesis of the best of both systems incorporating the further education sector's flexibility, responsiveness to industry, technical and vocational experience and the secondary sector's expertise in academic teaching and emphasis on pastoral care'.[1]

93. A number of influences have contributed to the convergence between secondary and further education during the past decade. Perhaps the most important of them have been, firstly, the growing willingness of 16-19 year olds for whom traditional GCE courses are not appropriate to stay on in full-time education, thereby encouraging schools to make alternative provision of a more explicitly pre-vocational nature; and secondly, the growing proportion of 16-19 year olds who have regarded further education as their first choice rather than a 'second chance' opportunity, with the result that colleges of further education have developed GCE courses for those who have preferred to transfer to the more adult environment of a college.

94. The blurring of the edges of non-advanced further education has coincided with a considerable expansion of the sector and, latterly, with changes in the client groups for whom provision has been made. Tables 1, 2, 3 and 4 show that during the decade 1970-71 to 1980-81 the number of full-time equivalent students enrolled at major establishments increased by 22.3 per cent, while the proportion of full-time students increased from 43.8 per cent in

Table 1 Numbers of non-advanced further education students in England and Wales, by mode of attendance, 1970-1980 ('000s)

Mode of Attendance	1970	1974	1975	1976	1977	1978	1979	1980
Full-time/sandwich	198	230	271	287	293	305	304	314
Part-time	680	647	658	600	610	652	637	612
Evening only	696	749	731	748	647	680	602	590
Total	**1563**	**1623**	**1660**	**1635**	**1550**	**1637**	**1574**	**1226**

Source: DES Statistical Bulletins

[1] *Education for 16-19 Year Olds* – A review Undertaken for the Government and the Local Authority Associations, HMSO, 1980.

[1] *The Sixth Form and its Alternatives* – Dean, Bradley, Choppin and Vincent, NFER, 1979.

Table 2 Non-advanced further education students in England and Wales, by mode of attendance, percentage change, 1970-1980.

Mode of Attendance	1974-75	1975-76	1976-77	1977-78	1978-79	1974-80	1970-80
Full-time/sandwich	+17.8	+ 5.9	+ 2.1	+ 4.1	+ 0.3	+36.5	+67.9
Part-time	+ 1.7	– 8.8	+ 1.7	+ 6.9	– 2.3	– 5.4	– 4.7
Evening only	– 2.4	+ 2.3	–13.5	+ 5.1	–11.5	–21.2	–15.2

Source: DES Statistical Bulletins

Table 3 Numbers of non-advanced further education students in England and Wales, full-time equivalent, 1970-1980 ('000s).

	1970	1974	1975	1976	1977	1978	1979	1980
All modes	426.6	466.7	508.6	511.8	510.2	532.3	523.5	526

Source: DES Statistical Bulletins

Table 4 Full-time students in England and Wales as a percentage of all full-time equivalent students, 1970-1980.

1970	1974	1975	1976	1977	1978	1979	1980
43.8	49.3	53.3	56.1	57.4	57.3	58.1	60.0

Source: DES Statistical Bulletins

1970-71 to 60 per cent in 1980-81 with a corresponding reduction in part-time and evening only students. There are, of course, considerable local variations from the overall national picture. In Sheffield, for example, full-time equivalent student numbers increased by 34.6 per cent during the decade

95. Recent government announcements on expenditure and the White Paper (Cmnd 8455) on the New Training Initiative indicate that this expansion in non-advanced further education can be expected to accelerate sharply during the next few years, with an anticipated growth of 25 per cent by 1984-85.

Within the overall growth outlined above there have been substantial changes in the representation of particular student groups within non-advanced further education. There have been marked variations in the number of overseas students during the past twelve years. The number commencing courses increased steadily during the first half of the decade from 7,300 in 1970-71 to reach a peak of 19,900 in 1975-76. Thereafter numbers declined slowly to 18,500 in 1979-80 and then fell sharply to 11,700 in 1980-81. Participation by overseas students appear to be closely related to fee policies; with the growth of the early 1970s stemmed by differential increases for overseas students in 1975-76 and cut dramatically by the introduction of

notional full cost fees for students commencing courses in 1980-81. These changes will have had little impact on colleges which have normally received only a handful of overseas students; but their absence will no doubt be regretted by colleges which have had substantial numbers to contribute to their social mix and culture and a sensitivity to the contribution made by education to the development of relations with and the economies of the developing countries.

96. We have established that Further Education is for the most part technically illegitimate, and in the recent past has expanded rapidly, provided for a growing proportion of full-time students and offered a widening range of courses, many of which are essentially preparatory to rather than complementary to employment. That does not, however, touch the spirit of the beast.

97. Formally Further Education may appear to be about entry to a job or access to qualified status/or increased responsibility within employment. Distilled to its residue it is about competency and confidence; the development of skills which can be practised with reliability, imagination and confidence. The residue is changing, however, with the recognition that society will require students to display competence and confidence across a wider range of skills and for broader purposes than may necessarily be encompassed by the ambit of the world of work.

98. In identifying generalities it is easy to forget that Further Education may mean different things to different people. From the point of view of students perceptions are likely to vary according to their purpose and mode of attendance.

99. The full-time TEC student, the part-time GLI student, the Youth Opportunities Programme trainee, the redundant adult following a TOPS course the post graduate following of bilingual secretarial course or the adult following a basic literacy course will all have differing expectations of and commitments to Further Education. Our perception of Further Education depends very much upon our point of view.

THE COLLEGE IN ITS ENVIRONMENT:
Michael Leech

100. One of the biggest occupational hazards for a historian is failure to take due account of context – social, economic, geographical, aesthetic, cultural, religious and so on – in writing about events during a particular period in the past. For a non-historian writing about as recent a period as the past ten years, this still represents a considerable hazard, because some of the major events and trends which have taken place in the contextual setting here, inevitably had a marked influence on the education world.

101. In the specific world of FE Colleges there has been little escape from these influences, and so it is necessary to identify some of the important ones. First is the unabated technological advance, especially in fields like computers, robotics and biotechnics, which has taken place throughout the past ten years. Secondly there was the 1975 world-wide oil crisis and its effects on the nation's economy. Thirdly, the even more serious world-wide recession, coupled with high inflation which had had such a deep-rooted effect on nearly every person in the United Kingdom. Fourthly has been the gradually worsening unemployment situation, greatly aggravated by the recession. Fifthly is the demographic trend over the decade of a falling birth rate. Finally there is the recent imposition of severe expenditure cuts on education among other public services. In fact the accumulation of such cuts and their associated rhetoric have tended to create a false recollection of the situation ten years ago; in spite of the optimistic outlook of the 1972 White Paper "Framework for Expansion"[1], money for education was not so easy to come by. Only the previous year, the policy to cut back on free school milk had been introduced.

102. Taking a quick look at the broad canvas of FE over the past ten years it is easy to come to the conclusion that events and changes have been at best incremental and marginal. There does not seem to be anything that achieved the national attention like the Great Debate, or the William Tyndale Affair, or the decimation of the Colleges of Education. This view appears to be confirmed by a major review article of the past ten years in the *Education Guardian* of 2nd February, 1982 which succeeds in omitting any reference to FE Colleges' work during the decade.

103. To those in FE this is not surprising. The Colleges have had to work long and hard to attract more than minimal attention, let alone understanding, both at the local level and on the national scene. Perhaps this is our own fault to some extent. The diffuse aims of FE can be difficult for some to explain let alone achieve wide comprehension and acceptance, but the challenge has to be taken up. Back in 1972, Hugh Warren, in a brilliant paper to ACHFE, eloquently explored "A Philosophy of Technical Education":[1]

> "Can we now convert, and transform that which has grown up as a means of 'instruction in technology', to a system of 'total education for a technological era?' For a rapidly increasing proportion of the population some form of technical, commercial and other vocational education provides their last contact with formal education; it must be, therefore, their 'finishing school' not only technically but educationally, giving them not only the 'means' of earning their living, but saying something also of the 'ends' to which that living should aspire."

104. Warren's view reflected some of the dreams embodied in the 1944 Education Act where a College was envisaged which would serve as a cultural centre for the neighbourhood and would provide for the needs of all school leavers. Only five years previously, in 1967, Ethel Venables was regretting the fact that the "Mackinton Technical College" of her study "The Young Worker at College" (Faber[2]) had broken no new ground

> ". . . it serves – as did the local techs before it – as an adjunct of industry and commerce and as the first rung of the ladder for the really dedicated but unqualified student."

105. To many observers the FE College of the early

[1] *Education: a framework for expansion*, Cmnd 5174, HMSO, 1972.

[1] Warren, H. *A Philosophy of Technical Education* ACHFE, 1972.

[2] Venables, E. *The Young Worker at College*, Faber, 1967.

1970s was hardly an educational institution in its own right. Its activities were far more oriented towards training and a general subservience to industry. The expansion of activities for the Industrial Training Boards and the Manpower Services Commission, both referring to their students as trainees, their publication of training manuals and handbooks, all served to emphasise the seemingly narrower activity of training and to help distinguish it from education. The growth of full-time general education studies in the 1970s, especially leading to more "pure" academic goals like GCEs only sharpened the distinction. In the staffrooms, separate ideologies have emerged of general/liberal education tutors and craft/technician tutors.

106. To many this can be a tiresome debate. The philosophies extolled by Warren or Venables would seem to subsume training as part of the overall range of activities in which a College of FE was engaged. It is conceivable that over a spectrum of decades the volume attributable to each of the components making up the total range of activities of a College might vary, especially for instance in the trough of a recession it may be necessary for a sustained effort and priority towards counter-cyclical training to avoid shortage of skilled manpower when pulling out of the recession.

107. Venables stressed the need for the philosophy to change to one of partnership with industry, presumably so that the training role is kept in context and that the Colleges achieve more influence in shaping the curriculum. What Venables could not foresee was the extent to which young people were to vote with their feet and increasingly opt to go to FE College at 16 for full-time studies, rather than stay at school. The more adult environment of the College, the absence of rules relevant to 11 year olds, the mood of the 1970s in the wake of the student unrest of the late 1960s were typical forces contributing to this trend. The numbers of such students has increased throughout the decade in proportion to those studying on more traditional courses, especially those students attending part-time day or evening.

108. Yet regular concern has been expressed for the very large numbers of young people who throughout the past ten years, as indeed previously, were to leave school, get a job and receive no day-release on the job, no training, no other educational support. From time to time the FE system has clamoured for day release for all, or the *right* to FE for all young people up to eighteen years of age. What was questionable was, given the additional accommodation and staff resources, whether the system – staff and curriculum, could have made the big change necessary to cope with some very different clients with some very different needs and aspirations.

109. FE Colleges, like other educational institutions, cannot be looked at in isolation from their operating environment. They work in a context of inter-relationships and influences which are social, economic, political and cultural. Some of the major trends in such influences over the past ten years have been referred to in the previous paragraphs. It is important at this point to consider some of the more specific influences on the work of an FE College.

110. External organisations exerting influence on Colleges include industry and commerce professional bodies, trades unions, LEA officers, advisers and members, Her Majesty's Inspectorate, national and local newspapers and other media, pressure groups, MSC, government departments including DES, examination and validating bodies, Regional Advisory Council, other educational institutions including schools – polytechnics – universities, FE Curriculum Review and Development Unit.

111. It is in this field of external operations where senior College staff will assert that much change has taken place in the last decade, especially in terms of increasing the workload of administration due to the interaction with these bodies and organisations. Keeping such interaction going is important for the overall health of a College and its clients; failure to do this can gradually render a College less responsive and effective and can diminish its credibility.

112. Particular external trends which FE College senior staff have had to adjust to over the past ten

years include the greater politicisation of education at both the national and local level; whilst the Colleges have escaped some of the more glaring publicity and scrutiny such as the Great Debate about schools, they have not been able to avoid political controversy on such matters as post-16 reorganisation, admission of overseas students and course provision for the unemployed. The trend towards tighter control of resources has been another major feature of the past five years; this has pushed some Colleges to a situation where they have had to make decisions about priorities in respect of course provision and to close certain courses in order to make room for new courses. A further noticeable trend has been the mobilisation of pressure groups, especially at the local level; such bodies make their demands on College time for participation and consultation in meetings or by correspondence.

113. The modern Principal has to draw a balance between the use of the College's time on external operations and internal administration. It is very easy for the College's workload to become imbalanced when a particular major external operation is in progress, e.g. local post-16 institutional reorganisation proposals especially as a College may find itself forced into a reactive mode. Indeed, the very diversity and plethora of external operations described above can very easily cause an FE College to drift away from any proactive, innovatory initiatives.

114. The characteristic response of FE Principals, faced with these external trends of the past ten years has been to undertake training and self-development, and to encourage a similar response in the management-team, so as to ensure that the team becomes collectively more competent in some of the management functions which require more emphasis nowadays. The point is that each individual manager may not possess the higher levels of competency in each management function required, but it is increasingly important that each function can be adequately dealt with by at least one of the management team. For instance the greater level of accountability expected in certain performance criteria like staff-student ratios has to be matched. When this is done properly across the range of management functions there is a better chance the team will keep a confident and balanced view of such functions and harness them to the main objectives of the College, rather than find that particular performance criteria become over-emphasised, internally or externally, and the tail ends up wagging the dog.

115. What this really leads to is the assertion that there is no adequate substitution for forward academic planning in an FE College, and that such planning must attempt to take some account of the external environment and the perceived trends therein. Such planning must of course be flexibly conceived so as to allow for appropriate change to be made. With forward planning there is more likelihood that the College's inter-action with external bodies will be more effective in the best interests of its clients. The real challenge for Principals through the past ten years as the external operations of the College have increased has been to make such inter-action work for the good of the College as much as possible; part of the challenge has been to avoid drifting into a situation where too much College time is sucked into activities on the fringe or outside, of the College's key objectives.

116. Over the past ten years the FE College's relationship with the local Education Authority has gone through a number of important changes. That this is a key relationship there is no doubt; the College is maintained by the LEA in all senses, including the salaries of its staff, who are thereby in public service. The past decade has seen Colleges implement the newly introduced legal framework of their operation following The Education (No. 2) Act 1968 and Circular 7/70[1]; this takes the form of Instrument and Articles of Government. Among other developments the new framework has provided for the form of the Governing Body, the operation of an Academic Board, the participation of staff and students in the government of an FE College, and clearly set out responsibilities of the Principal to the Governing Body and to the LEA. The framework also provides the Governors with considerable flexibility over the operation of the annual budget. Experience

[1] *Government and conduct of establishment of further education*, DES, April, 1970.

of these new arrangements, from the point of view of Colleges, has varied widely; the more participative provisions have certainly taken time for adjustment and absorption into College life and they have taxed the leadership skills of Principals in the process. The art has been to make the judgements necessary to so harness these new provisions so as to work positively for the College and for the LEA.

117. As the recession and public expenditure cuts of the past three years have begun to bite, especially the new policies of cash limits and prescribed expenditure, there has been a tendency for some of the financial powers of Governors to be sucked back to the centre by LEAs. Colleges have also had to adjust to the changes brought about by the introduction of corporate management in LEAs and also by the reorganisation of local government in 1974. New relationships have had to be developed with officers outside the education department; new systems and procedures have had to be followed. Where this change has been met by a positive response from the College, with an overall purpose of helping officers and members better understand FE Colleges, then cordial and trusting relationships can be built.

118. In these past ten years and more especially the past five, many FE Colleges have been brought into very active interface with LEAs as a result of the emerging impact of falling rolls on the school system. In many areas fewer schools are needed, and in particular post-16 provision has had to be scrutinised and is continuing to come under the review locally. At such times the FE College is very much in need of local support, not least from the point of view that the numbers of schools, school staff and pupils involved in a proposed reorganisation may considerably outnumber those in the FE College; also the great majority of officers and members of the LEA will have a more ready understanding of the school system. This point becomes all the more crucial when attempts are made to compare the two types of institution or two sectors of education.

119. In the decade under review a good number of mergers have taken place between FE institutions; needless to say these have presented different and additional leadership challenges to Principals *prior* to the decision being taken to merge, as well as the challenge of fusing the staff, students and curricula *after* merger. Experience has shown the vital need for Principals to keep in balance the time given to internal matters at such times; it is very easy for the client-oriented College to become introspective and pre-occupied with internal problems, and to neglect its external operations.

THE COLLEGE IN ITS ENVIRONMENT:
Bob Hollyhock

120. During the last decade mature industrial economies have exhibited a slowing down or reversal of the growth of jobs in the manufacturing sector. Various theories offer some light upon the problem of de-industrialisation and some explain the disturbing trend. Although there are Third World countries who have growing economies and despite the fact that there has been a technological revolution, de-industrialisation in the UK began long before these factors.

121. In the Seventies the sharp rise in oil prices and the recession made worse a problem which commenced in the UK in the early Sixties. Between 1960 and 1980 the number of people employed in manufacturing fell from 8.2 million to 6.3 million. The trend has been of a gradual fall in manufacturing employment in proportional terms followed by a more recent absolute decline. Although the recession has contributed to the absolute decline it is unlikely that an upturn in the economy would create many more jobs in manufacturing employment in real terms.

Table 5 shows that the fall in manual occupations was accompanied, up to 1978, with a compensatory increase in non-manual occupations. The recession since 1978 has affected all occupations, and again specifically manual occupations.

122. In 1965, manufacturing occupations represented 34 per cent of the value of total output, but this had shrunk in the early 1970s to 30 per cent and was probably down to 25 per cent in 1980. The decline was accentuated by the recession and during 1980 manufacturing dropped by 15 per cent and the work force shrank by 10 per cent.

Table 5

How Jobs have changed

Occupation	Thousands		
	1961	**1971**	**1978**
1. Managers and administrators	1,636	1,890	2,146
2. Education professions	573	752	933
3. Health professions etc.	608	765	942
4. Other professions	464	460	536
5. Literary, artistic and sports occupations	307	341	432
6. Engineers, scientists, etc.	424	502	577
7. Technicians, draughtsmen	436	512	591
8. Clerical occupations, etc.	3,490	3,632	3,919
9. Sales occupations	1,383	1,315	1,360
10. Supervisors, foremen etc.	173	118	106
11. Engineering craftsmen	2,228	2,313	2,250
12. Other transferable craftsmen	1,123	930	828
13. Non-transferable craftsmen	1,541	1,030	833
14. Skilled operatives	798	744	669
15. Other operatives	5,706	4,958	4,553
16. Security occupations	260	306	297
17. Personal service occupations	2,211	2,539	2,770
18. Other occupations	1,519	1,172	921
1-9 Non-manual occupations	9,321	10,169	11,432
10-18 Manual occupations	15,559	14,110	13,228
1-18 All occupations	**24,878**	**24,277**	**24,663**

Source: Department of Employment Gazette

123. Any improvement in the economy would probably occur in the same way that it occurred in agriculture during the nineteenth century. The proportion of the work force in agriculture dropped from 36 per cent in 1801 to 3 per cent today and the land still produces roughly half of our food consumption. A rise in manufacturing production could be produced with few extra jobs created; indeed the real question is that of what is the total manpower necessary in manufacturing industry to cope with a stationary or improving share of the world market.

124. Further Education has had to reflect:

(a) a declining number of courses for the more traditional manufacturing industries accompanied by a wide range of courses to cope with training in new technologies;

(b) an increased demand for vocational education in the areas of business and allied services, particularly in the public sector;

(c) an increased demand for better and continuing education, from traditional groups who attend FE Colleges and also from a wider and more disparate cross section of the population;

(d) pre-employment (voc. prep.) courses – reflecting youth unemployment.

125. These trends have been reflected in all colleges either more or less as exhibited by Table 6 below:

Table 6

Further education – all non-advanced courses: by type of course and sex

United Kingdom *Thousands*

	Men					Women				
	1967 /68	1970 /71	1975 /76	1977 /78	1978 /79	1967 /68	1970 /71	1975 /76	1977 /78	1978 /79
Students in major establishments										
By type of course:										
Full-time and sandwich	98	116	144	151	154	80	95	156	173	183
Day release	568	559	477	420	437	175	198	257	95	104
Part-time day				41	46				128	139
Evening only	380	332	309	260	271	455	432	511	435	463
By age[1]: 18 and under	486	467	407	389	409	254	246	258	274	295
19 and over	560	541	523	484	499	456	478	666	556	593
Total students	1,046	1,007	930	873	907	711	725	924	830	889
Students on courses in local authority adult education centres[2]	534	519	686	590	674	1,080	1,108	1,511	1,303	1,516
Students on other courses of adult education[3]	146	153	180	178	187	183	205	254	225	225

[1]As at 31st December
[2]Previously known as Evening Institutes
[3]University Extra Mural Departments, Workers Educational Association, Welsh National Council of the Young Men's Christian Association

Source: Department of Education and Science

126. As a full-time course members have grown so day-release and part-time day numbers have fallen for men but risen for women. Much of the growth of full-time numbers reflects the demand by society for more and better education with students being willing to stay on longer. But the decline in day-release for men is indicative of the fall in manufacturing jobs and the rise in day-release for women exhibits some of the trend for a movement to business and service industries.

127. At the local level, both politicians and local administrative staff do not always have a full understanding of FE. Their understanding of the school and higher education is usually more expert than the FE sector. Non-advanced FE has been capable of expansion throughout the Seventies but also many colleges began to seek funds from other areas. MSC, TSD and YOP have used FE and the inherent flexibility in FE has allowed courses and students from these areas to be absorbed and offered a new educational opportunity. These are non traditional students in that they do not fit into a model of a five year apprenticeship.

128. The development of micro-electronics has begun to have an effect upon college courses because it affects all branches of industry, both in the production and service industries. Yet it also affects full-time courses of a general nature because its use is so all embracing. Within the College, there has been little impact upon information systems so far, but this influence will grow.

129. As cuts intensify, so FE, like any industry or business, will attempt to mechanise procedures. As the same thing will be happening at local authority level so at college level the mechanisation will be acceptable and hopefully the two will be compatible. Clerical and accounting procedures should become common and information systems more open.

130. Accountability of a college will continue to be partly through staff-student ratios and while it is true that towards the end of the Seventies, many authorities froze teaching establishments and introduced man counts, some growth particularly in certain areas, has continued. This growth has largely been funded from outside the local authority's purse and has hidden the fundamental revolution which has taken place. The slackening of the intensity of the industrial training both by sponsorship of firms or training board, has been replaced by the sponsorship of lower ability groups by MSC, TSD, YOP etc. While the second half of the seventies saw the introduction of student-based learning and the incorporation of curriculum development at college level in TEC and BEC, the last two years saw a further development of curriculum, often vetted by a link officer from the funding agency and not by inspectors from the local or national education service.

131. Furthermore, the foreseen decline in population rising towards the FE sector, together with the increasing financial stringency had led local authorities to think more clearly of policies which aim at more colleges for the 16-19 age group. These may be under FE or school regulations although this dichotomy is likely to be a temporary stage because there is no reason why FE and school regulations cannot be unified and made compatible with the new emphasis on post-16 education.

132. The problems of the post-16 age group in cities is dominated by the problems of the inner city. The problems cover poverty, unemployment, ethnic minorities, disadvantaged and the handicapped. The innovation of urban aid puts funds specifically into those areas, and such earmarked funds are outside the jurisdiction of the local authority. The small urban town or country college lacks the intensity of these problems and relies more upon local funds. Thus discrimination already is in favour of some of the disadvantaged.

133. However, since 1980, the intensity of the economic recession has forced cuts even in those areas of deprivation which need the earmarked funds for a lengthy period. The concept of lengthy unemployment or unemployment as a long term rather than a short term phenomenon has become accepted and this tenet negates much of the debatable distinction between education and training. Future courses must contain elements of both education and training; experiences in France and Germany demonstrate this trend. The "traineeship" of the "New Training Initiative" contains

many general elements capable of being labelled education and many specific elements capable of being called training. It will be interesting to look back on the traineeship in 1990 and assess if the distinction was ever necessary.

3 The Curriculum

THE CURRICULUM – Michael Leech

THE CURRICULUM – Bob Hollyhock

THE CURRICULUM – Michael Leech

134. Looking at FE College annual prospectuses of courses over the past ten years the lasting impression is one of amazement at how little seems to have changed from the point of view of 'credentialism'. The College system hardly seems to have broken away from its pre-occupation with qualifications, examinations and certificates. If an external qualification is not available then a College certificate is awarded. Although we are told that the past ten years have seen much rationalisation of qualifications in the FE College system, and indeed beyond, the 1982 prospectuses still purvey a myriad of courses leading to the qualifications of anything like a dozen or more major examination or similar bodies.

135. To some extent this goes to show the dominance of the external influences on the FE College system. After all, it operates in a context where credentialism is rife. It operates in a response mode to market forces, given its place outside the compulsory schooling sectors. The proactive mode of operation bringing about influence on markets has been the exception rather than the rule in the past ten years. The power of external influence on the curriculum is probably as strong now as it was ten years ago in the area of GCE O and A level courses in FE colleges, where the grip of the universities on school curricula is mirrored; curricular change has been marginal, volume change in demand and provision has been upward and far from marginal.

136. In many craft and technician curricula, the content of particular skills and subjects is unlikely, and justifiably, to have changed over many decades let alone just one. Indeed the skills of the mason, the bricklayer, the plasterer, for example, have remained much the same in the turbulent technological changes of the past ten years except perhaps for small adjustments for new materials. Likewise the principles of mathematics or physics underpinning many technician occupations remain the same. However, as most FE colleges will confirm, the past ten years have seen some important changes in the organisation of examining bodies responsible for technician level qualifications.

137. The year 1974 saw the emergence of one major body for this technical field, the Technician Education Council (TEC); followed shortly after by one major body for the business field, the Business Education Council. Both new bodies completely restructured the curriculum offering, affecting the way the curricula are timetabled, taught, learned and assessed. The BEC curricula have brought about a more systematic and fundamental change in the classroom by introducing an integrationist approach to subjects requiring a teamwork emphasis by the lecturers to make it work.

138. It is relatively early yet in pure research terms to evaluate these developments, especially from the point of view of the student; some TEC programmes may take four to five years of part-time study to complete and thorough evaluation must include performance by the student in the work-place over time after completion of the TEC programme.

139. During the past ten years a number of important, though less well-publicised, changes have been introduced into vocational craft courses in FE colleges under the influence of the Industrial Training Boards and the City and Guilds of London Institute (CGLI). The CGLI have redesigned curricula into learning objectives format, which in turn have been extended substantially by certain ITBs for craft courses, requiring phase testing and other forms of continuous assessment during a course. One effect has been to tightly routinise the teaching programme in workshop, laboratory and classroom.

140. These changes brought about by TEC, BEC and the ITBs are among the more significant developments in FE Colleges in the past ten years, and are therefore worthy of further examination of their roots and effects. Undoubtedly one of the major origins of the development can be traced back to the emergence of what might be called the "training technology", very much stimulated in England and Wales by the Industrial Training Act of 1964 and the subsequent creation of ITBs. A new breed of professional trainers emerged, reinforced with training and assessment techniques from big companies, from the Armed Forces and from the United States.

141. One effect has been to raise the level of the accountability of the FE College system, as well as of individual lecturers. Another has been a gradual raising of the level of professionality of many lecturers involved on these new types of programmes. Some representatives of industry and commerce are beginning to make favourable comments on the improved credibility these new developments are giving the FE College system.

142. Students are registering satisfaction with the regular feedback of progress built into the design of these programmes, even if the frequent deadlines during a course may create stress.

143. The introduction of these major changes has been dwelt on at length, because there are signs of their influence spreading. First, other examining bodies are adopting some of the same principles of curricular design and assessment embodied in TEC and the others described above. Secondly, FE Colleges are adopting some of the same features when called upon to design courses themselves for a particular, local purpose. Thirdly, other agencies, e.g. the MSC interacting with FE are adopting these features and techniques. Fourthly, Colleges overseas, including some in developing countries, are taking up curricular designed on these bases.

144. It would give an unbalanced view if the impression was given that these major TEC, BEC and ITB changes were accomplished completely smoothly and without controversy. Changes which reach right into the daily interaction of student and lecturer, which deal with changes of content or changes in the process by which the content is taught, learned and assessed are always likely to be controversial. A change involving an integrationist approach with a consequent loss of "subject" status was certainly the cause of much apprehension. Other ingredients of change such as learning objectives, continuous assessment, and greater accountability all brought their problems, especially in the context of the FE Colleges at the time.

145. It could be argued that College managements did not always handle these important changes as well as could be expected, but the power of the change agents was difficult to resist and, sometimes, to influence. So we resorted to familiar FE rhetoric to the effect that if you did not go along with the majority you would be left out of the market and starved of resources; a persuasive line if your department was threatened with fewer students due to local industrial decline. Still, it is a widely held view that these new-style courses have brought about an increased workload for the lecturers and administrative staff involved; this was certainly true in the setting up and implementation stages.

146. An important criterion has to be a judgement about whether the changes are worthwhile from a student's point of view, and with the vocational interest of the major industrial sector for which the course is designed. On reflection, many employers would point to the improved quality of these new programmes, although it is still relatively early in educational terms to be authoritative about such claims.

147. There is no doubt that FE Colleges have undergone a significant change in working practices in order to provide these new courses: to some extent they have done no more than undergone the types of changes made by the industries the FE Colleges serve. The important point is that these changes are at the very heart of what FE Colleges are about.

148. The past ten years has also seen the varied attempts by FE Colleges to find a curriculum for those students "who may have now school attainments, and less-interest in the traditional forms of further education than the majority for whom colleges are accustomed to provide". (DES Circular 10-77.) Of course many such students have usually not been able to enrol at an FE College, or they have enrolled on a traditional type of course; some Colleges have tried to provide traditional types of courses for such students, only to run into difficulties. However, gradually a number of Colleges have designed their own courses, often around a core of communications, numeracy, life and social skills and sampling of vocational skills.

149. The students concerned possess a number of characteristics; often they are alienated to the

education system, they may be socially disadvantaged, they may be physically and mentally handicapped and they may be members of ethnic minorities. A good deal of fundamental curricular rethinking has been taking place in this area of FE provision; some of it is based on the concept that stresses the importance of context in teaching, and the fact that meaning derives from contexts.

150. This curricular rethinking, with its emphasis on vocational preparation, work experience and the autonomy of the learner represents a major quantum leap for FE Colleges. There these types of course have been established with the support of College management, of the LEA and with appropriate resources, the lecturers have been able to concentrate their efforts on their students and the design of the curricula and on establishing links with employers for work placements.

151. Elsewhere, it has proved extremely difficult to get this type of course going for a variety of reasons; there may be a conflict over policy to even do this type of work, or a conflict over the resources required; the lecturers keen to make a start may alienate their colleagues. Sometimes the courses are implemented in the worst accommodation with part-time staff and inadequate resources; the low-status students are afforded low-status facilities.

THE CURRICULUM: Bob Hollyhock

152. Changes have been major but largely external so how have they been reflected in the College curriculum? Curriculum is not a unified whole but a collection of disparate elements, according to the sectionalised market at which the objectives of the course aim. Some curricula are nationally set and assessed, while others allow local initiative within a national scheme. Some courses do not aim at terminal assessment. Indeed if a greater proportion of the students are going to be either unemployed or not aiming at employment, then the sterile distinction between education and training which has so long been a part of FE should be buried for good.

153. During the early seventies, when youth unemployment became significant, the school leaving age was raised from 15 years to 16 years and with little thought about curriculum. Within a short time such an event also occurred in West Germany but that extra year was to be spent upon industrial training followed by two years compulsory day-release. Superficially, the contrast will be made that the solution in the UK was more in favour of education but that West Germany went for a solution based upon training. In fact the West German solution has much in it that is education and some of it is aimed at low level disadvantaged groups as pre-vocational studies. The UK solution has now been supplemented by work experience and link courses between institutions which have the capital resources to provide practical experiences of a beneficial nature. Both solutions would now recommend that the distinction between education and training at this level be severely weakened and that general education (as a wider concept) and general training, contain many similar elements. The "New Training Initiative"[1] endorses this.

154. The major curricula changes which have occurred during the last decade revolve around the decentralisation of the teaching matter and the consequent developmental work to be undertaken by the teacher. If one sees GCE boards and individual subject panels as being very centralised then their contribution is prescriptive. The individual teacher by reading the syllabus, examiners' reports and the examination papers knows largely what to expect. The student can take it or leave it. The method is subject based, emphasising the fact that the student who wishes to pass must fulfil certain external criteria. The subjects bear insufficient relationship to each other and the syllabuses are drawn up by separate specialist panels. CSE although only a minority provision in FE is of the same nature. At both GCE and CSE provision has always been made for a Mode 3 (College designed scheme) but very few schools or institutions in FE have taken advantage of this.

155. The traditional FE scheme is a course rather than a set of subjects. CGLI has always emphasised this and so more latterly has RSA. TEC and particularly BEC have emphasised it even more with further concentration upon integration, alternative methods of assessment, and involvement with the local industrial markets. The individual member of college staff has been expected to pursue developmental work as part of his job specification and not merely keep up-to-date with new criteria as is mostly the case with GCE. Although TEC and BEC have many standard units, there are also many College-designed units, and the process of design, acceptance and moderation has been a very fruitful source of staff development. In-course assessment, phase tests and analytical and realistic course work have ensured the success of the courses while also creating a great demand upon the non-teaching hours of the staff.

156. Personal contact among teachers acting as a team upon these courses, and contact with the moderator have helped to make BEC/TEC "come alive". Regional courses and standard units have also fostered co-operation and contact among teachers from different institutions. The teaching staff receive circulars from BEC/TEC as from CGLI but these are merely broad policy directions or specialist points of detail which need tidying up.

157. With respect to TEC and BEC the revolution has been in curriculum design rather than in content. Teachers, in becoming involved at all levels, have a

[1] *A New Training Initiative* – An Agenda for Action, MSC, 1981.

very detailed knowledge of the whole course and they have been forced to clarify their aims and objectives from modules and parts of modules. The design criteria have forced the teacher to analyse all parts of the course and moderators will discuss and appraise the implementation of these items. The moderators themselves are practitioners and at various levels in the hierarchy. A self-moderating system of curriculum goes far in establishing the lecturer as more professional rather than a person who receives and distributes knowledge regardless of method or client. Again, and to emphasise the point, many lecturers in FE do not have a teaching certificate, and being involved with such courses not only assists them to become better teachers but also enables them to feel a part of the scheme, and one would hope that this is then reflected in improved quality of teaching.

158. Running parallel to these developments has been the curricular developments which have occurred for the other people of lower level ability who have entered Colleges. There are some common points in methods employed by BEC/TEC and some of the low level courses. One major point is the development of experiential learning whereby and as far as possible the individual is posed a range of situations from real life, and these exercises are suited to the needs and requirements of that individual. These situations are not wholly academic and require an obvious change of approach from the member of staff. At the lower levels as at the upper levels, people learn by doing things and reaching results and evaluating the experience with other members of the group.

159. A logical conclusion of these movements has been to consider that learning involves skills rather than knowledge. In becoming competent at a particular skill, knowledge is gained. There have to be inputs of pure knowledge but as far as is possible these are based upon an experiential approach. Skills can be applied to communication and numerical tasks as well as manipulative tasks. In fact for the person of lower ability it may be that acquiring manipulative skills and being posed with manipulative problems will lead to improved inculcation and interest in communication and numeracy.

160. If a person uses these methods, i.e. investigative, experiential problem solving, then the teacher will become more personally involved with each student as he goes through his exercises and projects. This has led some to take the role of course tutor more seriously and to become more personally involved with the students. Counselling is the prerogative of a trained counsellor, but many of the day-to-day problems can be handled by a course tutor. A knowledge of the reasons why a particular student with a socially deprived background may be under-achieving, is a valuable prerequisite for the teacher to be able to assist the student to reach a better standard of performance.

161. Work experience and/or work simulation can be a purposeful and attractive part of a course. Unified Vocational Preparation, and some of the more recently designed low level courses under CGLI and RSA recognise this. If actual work is not to be found by the young unemployed then this does not negate the attraction of work experience, in fact it may give more cogency to it. The acquiring of all skills will be of use in life and if one follows this argument to a logical conclusion one can recognise that many of the skill components in Training Board schemes are valuable in life, e.g. plastering, electrical installation, motor vehicle repair, and in acquiring these skills, communication and numeracy are more than equal partners. The integration and value of specific skills is an area of group activity to be followed in the College as a staff activity. At this level, the organisational structure of the College is of little significance, providing the staff involved with a particular course can meet regularly and identify problems and evolve solutions.

4 Students

STUDENTS – Michael Leech

STUDENTS – Bob Hollyhock

Students

STUDENTS – Michael Leech

162. From a number of perspective students in FE Colleges are a very mixed bag. This would certainly have been true ten years ago and is just as true today with yet added dimensions. Broadly speaking these ten years have seen a growth in the number of full-time students in FE Colleges and a decline in the numbers studying part-time day or evening.

163. Many courses of a vocational nature have been developed to a full-time basis, whereas once they were only part-time; these have attracted many new students. Probably the biggest growth has occurred in full-time courses for students wishing to study GCE subjects. Then there has been a gradual provision of full-time studies in vocational preparation.

164. Meanwhile the mid-1970's oil crisis, the decline of key industries such as engineering, shipbuilding, aircraft manufacture, accelerated by the world recession starting in 1979, has had a consequential effect on employment in such industries, and in turn on the numbers of students studying part-time in FE Colleges under apprenticeship or day-release schemes. Thus new staff brought in to FE Colleges have more frequently been appointed to teach in the newer subject areas, especially for GCE and General Education courses. More noticeably FE Colleges have seen some shift in ethos from the dominating influence of young students who are young workers, to the greater influence of young students who are in the College full-time.

165. In turn the opportunities afforded students to participate in College government have had a greater likelihood of take-up where full-time students have been in the ascendency. More particularly the operation of Student Unions in FE Colleges came into their own in the 1970's and have been almost entirely dominated by full-time students. At times these students have sometimes found it difficult to relate to their day-release peers, or to reflect the needs of these peers when pressing Student Union views or policies in the FE College situation.

166. An interesting snapshot of this emergence of two groups is seen when on the occurrence of strikes or a day of action by the Students' Union, their pickets fail miserably to persuade the part-time students not to attend classes; full-time students in receipt of weekly sponsored training grants will think twice before missing lectures.

167. The main difficulty of Student Unions in FE Colleges is that, drawing on mainly full-time students for officers and support, they tend to lack any continuity of experience from one academic year to the next, and so the overall quality of a Union and its executive can vary greatly. The lack of continuity and experience can also show up in formal meetings, eg the College Academic Board or Governing Body. This can be overcome to a certain extent where a College management is prepared to organise induction and training for its Student Union officers.

168. The appointment of a lecturer with responsibilities for Student Union liaison and other student activities has also facilitated the genuine involvement of students in College affairs. However the general trend over the past ten years has been away from the aspirations and realities of large-scale student participation and consultation which occurred in many HE and some FE Colleges in the early to mid-1970's.

169. It is interesting to note that such participation and consultation rarely extended to the academic and curricular areas of the FE College system. The client voice was little heard in the large-scale changes of TEC and BEC. There is a long way to go then, for the concept of the autonomy of the learner to become accepted, let alone be the norm in FE College system which has found no room for a student voice in major curricular changes recently made.

170. Another way in which the student mix has changed has been by the greater numbers of mature students who have been attracted into the FE College system; many come to study part-time courses; they may be married women returning to study after a spell at home; they may be students on non-vocational courses which the FE College has turned to as its ethos may have moved more towards a community college role. Mature students have also

come into the FE College system on full-time sponsored courses, whether for first-time training or for retraining.

171. The 1970's saw the emergence under the umbrella of Articles of Government of a framework providing an appeal mechanism for students unlucky enough to be suspended or dismissed from a College for academic or other reasons; it has thus been necessary for Colleges to institute proper procedures leading up to suspension taking cognizance of a student's rights. From a student's point of view the most telling development over the past ten years has been the general financial situation.

172. The steep rise in the cost-of-living with the oil crises, the imposition of high fees for overseas students, the world recession and consequent cut-backs in public expenditure and pressure by LEAs for greater fee income, have all combined to put finance at the heart of student matters. The effect on enrolments is clear, especially for part-time courses where and if the student bears all the cost and is unemployed: likewise most full-time students in FE Colleges do not receive a grant, and for many money is very tight at home if a wage-earner parent becomes unemployed or goes on to short-time working in the middle of the student's course.

173. This problem is all the more acute for the types of socially deprived vocational preparation student who is increasingly turning to the FE College for study. In turn these are the types of difficulty which add considerably to the burden of lecturing and administrative staff in a typical College. If a College is running 21-hour per week courses for unemployed people on supplementary benefit, then a portion of its staff will be very much at the sharp end of the interface where educational provision and social context meet. For financial, as well as other good reasons, students find it necessary to drop out of courses before completion, yet they may wish to drop back in when circumstances permit without having to go back completely to the beginning. A few innovations have emerged in the past four or five years to try to meet this relatively new situation – one which can only seem to become more frequent in the future.

STUDENTS – Bob Hollyhock

174. Given that the industrial structure has changed and that Colleges have noted an increase in the number of full-time students one must attempt to identify the nature of the various additional groups who joined Colleges during the seventies. The demand for vocational education shifted to the sector of servicing industries and twinned with this movement more students sought general education at Colleges and this latter group of people has provided the impetus which has turned many Colleges away from being narrow vocational institutions. Although it is possible to recognise these groups in each College it must be remembered that if most Colleges have a local intake then they are more likely to take in some of these groups, but not necessarily all.

175. Moreover, as the widening of demand has been experienced by the FE system, the interest shown by the local College in local problems has remained very much an individual contribution. Even in large cities, two Colleges of the approximate same total staff can have widely different programmes. Part of this difference rests upon local authority rationalisation, but the other parts rest upon the geographical and social hinterland and the policy propagated by the College. Rarely is it possible to notice a local authority policy initiative in the early seventies which takes on board new groups of students. As financial restraint developed later in the decade so the base of many College programmes was widened by local authority decisions, but many of these decisions were made in acceptance of the two factors of a forecast declining FE population after 1982 (bearing in mind the low participation rate) together with a severe squeeze upon existing resources.

176. One large authority which noted a series of differing groups in need of FE was the ILEA and in 1973 a policy initiative was taken to expand the provision of low level courses, i.e. 'Appendix II work'.[1] Colleges had hitherto been divided into two levels in the ILEA, those of local FE provision up to GCE 'O' level and those of area capability offering courses above 'O' level. Amalgamation, rationalisation and a new forward looking reorganisation of Colleges to be all-through institutions meant that a concerted initiative to assist certain groups of people was necessary.

177. The 'Appendix II' courses were for the younger, less able, less advanced students, and the area of work was concerned with students who were underachievers and/or who possessed a recognisable physical, mental or emotional handicap. The main groups were:

a) those young people who were generally not academically acceptable for conventional vocational or academic courses.
b) handicapped students (all types of handicapped and disadvantaged students).

178. The background of many of these people could be that of social disadvantage, low income, ethnic minority, interrupted and inadequate schooling, alienation from the traditional system, and could include any one or a group of these background difficulties.

179. However, these problems were not a prerogative of the ILEA and many of the problems appeared in the inner city and lower income housing estates of industrial towns. While the ILEA had identified a problem area and sought to promote an ILEA Curriculum Development Project, many authorities left initiatives solely to individual Colleges. Consequently, much good work was done for this new market for FE, but it remained on a local and usually an internal College initiative. The subsequent rise in youth unemployment threw this group into sharp relief because whereas a tide of full employment had guaranteed these people eventual employment, thus making their further education directed towards the main purpose of full employment, this purpose began to disappear during the late seventies.

180. In fact unemployment in the 16-19 sector caused many Colleges to take up provision for this particular group. Whereas the ILEA had actively

[1] A full description of the development of this initiative is to be found in "Transition and Access" Further Education Curriculum Review & Development Unit, 1981.

pursued and resourced a policy of assistance, most local authorities had not done so and individual College initiatives were often poorly resourced and sectionalised within a General Education/General Studies department.

181. The advent of MSC gave impetus upon a national scale in persuading many Colleges to undertake this type of work, not only for the 16-19 age group but also for the more mature student. As resources at local authority level became more restricted, so the MSC began to promote courses upon a large scale. Some courses were general or preparatory, some aimed at specific training in a short period, some were for people from ethnic minorities with language problems and some were solely for adults. The initial injection of money into FE, by an agency outside local education authoirty and central education authority control broke through an inertia and introversion suffered by many Colleges. The theme was simple. The College operated the new system as laid down by MSC or it did not receive payment.

182. This is not the place to offer criticism of the MSC link officers who placed many of these new courses and who listened to new initiatives, but generally they had little background at a local level of educational needs. They did understand manpower needs and they were empowered to dissipate funds quickly and efficiently in accordance with manpower projections. By 1979, there was some criticism that the YOP programme lacked sufficient quality, particularly the work experience component. To an extent this was true, but it is also true to recognise that MSC had funded and attempted to prepare, vocationally, hundreds of thousands of people who traditionally would not have entered Further Education.

183. One major group included the over-19 person who was able to embark upon a funded retraining or initial training for the first time as part of a national programme which recognised the value of the mature worker. Unfortunately, as the economy turned down, so youth unemployment became more widespread. Faced with a finite sum of money from a depressed economy, MSC chose to place the bulk of emphasis upon the 16-19 age group, thereby cutting many courses of adult retraining and preparation. This was unfortunate and the only solution after 1980 is to consider the whole programme as an organic whole rather than be forced to choose between two such competing ends. Many of the adults now faced with long term unemployment are those with learning, social or linguistic disadvantage and the job of retraining them is as vital as that of training the young.

184. Towards the end of the seventies, local industry faced with recession in world markets and a restrictive monetary policy, became less and less willing to train for skilled jobs. As the ILEA had recognised the need for improved provision for the less able as an important part of FE policy, so many authorities noted that the average and able who were normally part of training provision, particularly in Training Board terms, were beginning to suffer from unemployment. Traditionally these groups form skilled manpower, and are not normally GCE candidates beyond 'O' level. They have formed for many years the technician and the craftsman, but not the technologist or the graduate engineer. They are the skilled artisans who provide the skilled labour for local industry. Without jobs and without training, a gap has appeared in trained personnel, so that any upturn in the economy could not be founded upon supplies of skilled manpower.

185. These people too began to come forward to full-time courses in FE and also to take places in the YOP scheme. On certain YOP, Short Training Courses, it is possible to notice an upward drift of attainment at the commencement of the course. Although it has been apparent that large numbers have made entry to YOP, the end product of the courses has changed substantially. The early YOP courses were composed according to real work placement upon completion and also for the numbers of lower level people who gained advantage. With a severely depressed economy, work placement cannot be the sole guide of the success of a course. Nor can training for newer jobs in newer technologies be more than a partial answer, because the numbers of new jobs in new technologies is not a replacement number for those jobs lost in old technologies.

186. And yet unemployment, although a major influence upon FE, was not the only major influence. Local authority policy for the 16-19 age group, dictated by a lessening of resources and a projection of falling numbers throughout the eighties has opened a way forward to change traditional FE Colleges by another external influence: that of going towards a tertiary solution whereby all 16+ students are housed upon a single site, following a comprehensive curriculum. Such a solution has three major strands underpinned by the idea that any 16-19 solution should be comprehensive. These new Colleges have been called Sixth Form or Tertiary or Community, depending where their particular flavour may be. According these developments relatively little space is not to disregard them, but to again emphasise the point that they are external changes upon a visibly outdated FE structure, coping with major national trends.

187. Any description of the people who demand FE is not complete without reference to the overseas students. Many people took advantage of relatively cheap FE in the UK in order to enter a British University. Many courses in FE have contained large numbers of overseas students. The most noticeable must be the GCE 'A' level Science courses, where overseas students joined in order to re-sit their own 18-19 year Science examinations through the medium of English, or where in the UK sponsored by an overseas government. The decision to make overseas students pay a full economic fee from September 1979, effectively decreased the numbers entering Colleges. Certain subjects and courses may have been run in local Colleges for the majority of overseas students with an infill of local students. Other courses which had overseas students as an infill only are under less threat. Those courses or departments which had large numbers of overseas students are forced to come under review by the concentration upon using scarce resources for the best end.

188. So far the seventies have born witness to a fairly drastically changed system of Further Education. The decade had had far fewer national reports upon education and one must question if such reports can ever provide the change and the rate of change necessary if FE is to meet the challenges of the eighties. Colleges are local entities and show an institutional ethos which exhibits the way in which they respond to change. Are they inert? In that the major changes of society have forced changes of character upon many Colleges, they are inert in that few changes come from within. But if they are to respond to market demand, then Colleges are of necessity reactive and the speed with which Colleges have responded to external forces has been valuable to the 16+ age group requiring continuing education.

5 Staff

STAFF – Michael Leech

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Staff

STAFF – Michael Leech

189. An FE College is typically open sixty hours a week or more; it is open throughout the year except for public holidays; its teaching programmes are available for at least thirty-six weeks of a year and increasingly in the past ten years for forty-eight weeks. Thus a varied body of staff has to be employed by the local Education Authority to operate such an establishment. In addition to full-time lecturers there will be part-time lecturers, full-time administrative and clerical staff, technicians, audio-visual and specialists, caretakers, librarians, cleaners, maintenance staff and catering personnel.

190. In most Colleges the Principal is responsible for the work and organisation of these different staff. What has to be remembered is that everyone is employed for the paramount purpose of serving their clients – the students. From the point of view of managing a team of staff like this, the last ten years has seen a considerable amount of new national legislation and other requirements emerge, affecting such matters as employment protection, maternity leave, health and safety. Procedures and practices have had to be instituted or modified to take account of these; in some instances they have put considerable pressure on staff with supervisory responsibilities. Concurrent with this has been the overall strengthening of the position of trades unions in matters like disclosure of information, grievance procedures, consultative procedures.

191. The 1970s has seen a big increase in employees' participation in the running of organisations, in consultations over changes and in negotiations over better working conditions. This national trend has certainly been reflected in the FE Colleges. Given the mix of staff already described it is quite possible for a Principal to be dealing with six or more trades unions. The picture is further complicated by the fact that the staff are employees of the local Education Authority, and so another level of personnel management is in operation, with the Principal in the middle. FE Colleges commonly share other premises of the LEA for some classes and so additional responsibilities need to be clarified, e.g. in matters of safety.

192. An FE College is more likely to be an effective institution if the different types of staff can be welded as a team; this maxim is as important now as it was ten years ago. Equally true now is the assertion that the FE College will be as good as its lecturing staff; the quality of their work and their ability to motivate their students are key factors. In the first half of the past decade it was generally the case that most vacant FE posts were somewhat difficult to fill satisfactorily; in the second half this has remained so in certain vocational specialist areas, but even here some improvement can be detected. So it is possible to generalise that the past ten years has seen an improvement in the quality of new staff appointments. Furthermore, regional programmes of teacher-training have been set up in response to the Haycocks Committee Reports;[1] also most Colleges have been able to support staff needing other types of additional training as their jobs have changed or change is foreseen.

193. Given the fact that many FE lecturers have some form of industrial or commercial background and qualification, the overall picture is one of an increasingly well-equipped and flexible section of the education profession. To their credit FE lecturers have tackled and successfully implemented many major changes in the past five years when job security in the education world has become more tenuous, and when promotion opportunities within their chosen career have become far fewer and caused much underlying dissatisfaction.

194. The latter part of the past ten years finds the FE College in a transition phase; its staff may not be able to easily identify its objectives clearly in a vocational education direction, even if this ever was possible; objectives are more diffuse now. Provision is increasingly made for full-time general education courses; vocational preparation programmes, including those for the unemployed, have developed and are firmly established in a good number of colleges; some courses show a greater emphasis on

[1] Advisory Committee on the Supply & Training of Teachers. (Haycocks) sub-committee on the training of teachers for further education. *The training of full-time teachers in further education*, DES, 1977. *The training of adult education & part-time further education teachers*, DES, 1978. *Training teachers for education management in further education*, DES, 1978.

vocational training than vocational education; other courses may be non-vocational in nature. Some FE Colleges have deliberately taken on a community college role.

195. No wonder then, that at a [illegible] when growth has slowed, or cut-backs are taking place, alongside a diversification of role, the staff of our FE Colleges may feel uncertain about institutional aims. So resilience has to be the name of the game as the present scene is surveyed; the FE lecturer is coping with the impact of educational technology and curricular design on many courses, is helping train part-time lecturing colleagues on the job, is turning to lecturing off campus as new courses are required on client premises. This enhanced professionalism and flexibility forms an encouraging foundation for the even more substantial changes envisaged for the 1980's.

STAFF – Bob Hollyhock

196. Any comment upon the major resource in FE must restate certain truisms which although obvious, dominate the College situation. The staffing resource is by far the most costly component in a labour intensive industry. And as the major component it has become less fluid and less likely to change, so that any response to a changing market demand must recognise this dilemma.

197. Normally, teachers within an educational institution form diverse groups, from a wide variety of background and social class. Inside a school the teachers can be classified according to the age range they teach or the subject, but these analogies are not really applicable to FE. The school situation is one where the clients are supplied (by catchment area) and the timetable and subjects can be made up in good time for the next academic year. In Further Education, the curriculum is demand-based, and planning for the next academic year rests upon the deciding factor of enrolment. That is not to say that the entire student population is shifting and changeable, but that a marginal intake of some 20% changes each year. In times of changing industrial structure, 20% may be a low estimate.

198. The student is a customer because he/she is not compelled to attend. The FE College needs to be receptive to this concept and expect that the College itself must provide some attractive facilities in order that the motivated student will wish to attend. Such facilities are not necessarily fine buildings, because experience has shown that FE is still using outdated and inconvenient annexes in many cases. The attraction of FE must be the major resource, i.e. lecturing staff.

199. Generally the lecturing staff have less teacher training than their counterparts in the sector of compulsory education, but most of them have an industrial background, which is often specialist. That industrial background and the fact that they have known other systems of employment besides education enriches their contribution in the classroom. Moreover, many of them use teaching material with which they are familiar in the sense of practical application. This knowledge and the imparting of this knowledge is often more important than the social class and background of the staff.

200. In the classroom the staff probably have more autonomy than their pre-16 counterparts; and the mode of attendance, particularly day-release or block-release means that the students attend College for the minority of time and that the place of employment occupies the majority of time. FE is then experienced as a specialist input into the student educative process. With declining numbers of students coming from industry and more coming upon full-time courses, lacking the sponsorship of industry, the teaching staff have had to become used to students who are more likely to be critical and vociferous about teaching methods which they do not like.

201. Under the system of Part-time day/Evening & Block Release the formal examination was the major purpose of the class. The students came to learn and the relationships among students within the class and between student and lecturer were formal and often superficial. Full-time students also came to learn, but class relationships are deeper and methods of teaching more important. But not only has the mode of attendance changed, but also the type of student and the reasons for attendance.

202. In the early seventies the main objectives of the lecturing staff were to transmit knowledge in a fairly formal fashion, and to link this knowledge to local or regional industrial needs. Therefore, many lecturing staff developed contacts with local industry in order to update their own knowledge and to supply customers for the courses. Such contact also ensured that the courses were suited to the customers. Judgement upon students progress was totally by terminal test or examination, and successful attainment of this standard was reckoned to be the motivational force behind study.

203. By 1980, many of the courses involved with this formal system had become defunct and lecturing staff were being asked to transmit knowledge in such a way that the methods of transmission and the design of the curriculum would be attractive.

Additional remedial work was often necessary because selection methods for entry onto the course became less rigorous. More counselling and pastoral care was necessary with individual students and often lecturing staff were establishing more contacts with the pre-16 age group through link courses.

204. Learning has become, or is becoming, student-based with more internal course assessment. TEC/BEC, YOP, TOP, Foundations courses, etc., require this approach. While making the approach, many staff are also becoming retrained by informal methods of staff development, i.e. external conferences and short courses, ad hoc internal working groups to evolve modules and units for these new courses, production of these units in a new standard form which moderators then examine and comment upon. These changes have not been uniform and often the staff involved with general education have had to take the new methods in hand sooner than the technical staff. But with more courses becoming skill or activity based, other groups of staff are following.

205. Lecturing staff need to be assigned clearly defined roles in a framework of overall flexibility. It is easy for a member of staff to become dispirited and achieve a lower quality of performance if the support and encouragement to change are not forthcoming. Counselling by senior management and assistance to prepare new materials and make new approaches are important. A clearly defined structure of sections and job specifications within a department help staff to change and appreciate their new roles.

206. Moreover, in teaching institutions there exists a dynamic factor which varies in intensity. This can be defined as the "little extra" that staff offer over and above the job specification. This marginal extra commitment rests upon individual initiative and much of the curriculum development which occurred in the late seventies rested upon this initiative. Combined with a clearly defined career structure, the extra commitment can be harnessed and channelled at departmental level.

207. Two major external factors have conspired to persuade teaching staff to change in the face of the loss of the more traditional student. Firstly, employment in FE, hitherto thought of as a most secure job, has become more tenuous. Secondly, from the early seventies (when salaries were not sufficiently high to attract specialists from industry into FE) to the end of the decade, staff motivation to take on new types of work underwent a quiet metamorphosis. Schemes of early retirement, redundancy, staffing cuts and an increased number of applicants per post advertised, became commonplace. By 1980 a new salary structure had been achieved which compared relatively favourably with comparable industrial posts.

208. The structure of posts improved and more senior posts became available to people teaching lower level work. Recruitment became easier as teacher supply overtook teacher demand (or at least the volume of money to sustain a strong teaching force in an institution.) As supply outweighed demand so new entrants were often forced to undertake part-time or limited contract posts before such staff could then find a post at Lecturer I level. Despite the difficulties within FE, there were still enough reasons to ensure job satisfaction by many staff. Such reasons included the area of positive staff student relationships and the more professional teaching relationships at staff room level and with other colleagues. Working hours and holidays are still broadly attractive even though the ratio of students of staff on many courses has increased. There is still comparative economic security because early retirement and the removal of posts from the establishment have been the most widespread methods of reducing the lecturing force supported by the rates. Lecturing posts still allow the individual an opportunity to innovate and initiate. Career structures are fairly clear cut both nationally and locally.

209. Dissatisfaction revolves around promotion prospects being lower despite clear cut career patterns. Physical accommodation has not improved with the restrictions placed upon new buildings. But the overall status of the lecturer in society is still very high and combined with a favourable wage structure FE remains a comparatively attractive and secure type of employment.

6 College Government and Organisation

COLLEGE GOVERNMENT AND ORGANISATION – Michael Leech

COLLEGE GOVERNMENT AND ORGANISATION – Bob Hollyhock

College Government and Organisation

COLLEGE GOVERNMENT AND ORGANISATION:
Michael Leech

210. Over the past ten years most FE Colleges have seen considerable growth in terms of staff and student numbers; they have seen major curriculum change: changes in technology have accelerated and begun to affect a number of areas of work. Indeed there has been some re-orientation of work away from departments offering traditional skills. However, it is fair to say that during this time the personnel structure side of Colleges has not really seen a great deal of change.

211. The typical system of Principal, Vice-Principal, Heads of Department and four grades of lecturer has remained in use; the system of organisation based on departments still dominates; the structure of non-teaching staff also remains much the same. Some colleges have implemented different organisational structures, such as a matrix system which may do away with Heads of Departments, but these are still the exception. Thus it can be asserted that the dominant system has coped with the types of changes described above. The essence seems to be making work whatever form of structure exists, and making it work well, which with a pyramidal hierarchical structure means effecting co-ordination, lateral operations as well as vertical operations.

212. However, what has changed, consequent upon Circular 7/70[1] has been the codifying of the terms of policy formulation among the LEA, the Governing Body and Academic Board, and the role of the Principal in this process. Broadly speaking, the LEA determines the overall character and role of the College and its place in the local education system, and the Governing Body is charged with overseeing the implementation of this policy. In turn, the Academic Board advises the Principal on the planning, co-ordination, development and regulation of the academic work of the College as a whole. Thus the Principal derives authority from both directions and has to use his skills to achieve compatibility of policy and effectiveness in execution.

[1] *Government and conduct of establishments of further education*, DES, 14th April, 1970.

213. This system has provided an opportunity for both Governors and College staff and students, to participate more than previously in the formulation of College policy. If the system is operated in a reasonably workmanlike and expeditious manner it can be effective in stimulating the organisational health of an institution. However, without appropriate leadership it is all too easy for sub-committees and working parties to multiply and to get out of control and be counter-productive to the main objectives of the College. Put to work properly, this system can be very helpful to a College Principal. Academic Boards have come to maturation over the decade, and can be typically found to be dealing with major policy matters such as 16+ reorganisation in a very responsible and constructive manner.

214. In fact one of the more significant developments in the latter part of the decade has been the move towards systematic continuing self-appraisal by some College Academic Boards and Governing Bodies. The purpose of such a management tool is to provide an internally-led assessment that the College is maintaining good academic standards, and is giving due attention to the satisfactory running of all aspects of college life. Colleges are finding that self-appraisal of this type is helping to clarify priorities and to generally assist forward planning. An important aspect of this approach is that the appraisal should be conducted at a rate consistent with the teaching and non-teaching staff time available. It is also being looked on as an integral feature of the on-going work of a College.

215. The end of the ten-year period has also seen the emergence of attempts to introduce a system for lecturing staff to carry out self-evaluation with a view to providing encouragement for the further development of personal teaching methods. This approach seems to bear out the view that FE College staff are becoming more professional. The process of systematic self-evaluation in Colleges is beginning to involve the contribution of specialists from outside such as moderators, examiners, advisers, educational technologists, curriculum researchers and others who can offer alternative insights.

216. The start of the decade was marked by fervent

activity in the use of specific management techniques, such as management by objectives; by the end of the decade there seems to be movement towards this more comprehensive process of planning and evaluation based on a rolling programme of review. The challenge for the Principal is to judge how much of this type of activity the College can undertake at any one time. It is all too easy to promote "system overload" just as it is too easy to move at such a cautious pace that the momentum is lost and the evaluation loses any effectiveness from the point of view of the clients.

COLLEGE GOVERNMENT AND ORGANISATION:
Bob Hollyhock

217. Academic Boards originated in Circular 7/70[1] but many colleges had already set up Boards of Studies. It was an attempt at industrial democracy but it is difficult to say that it has worked in the way that 7/70 foresaw. The Circular anticipated a downward devolution of decision making, but this has not really occurred and many of the reasons for this uncertainty of industrial democracy are apparent in other industries.

218. College size affects the operation of the Academic Board and any subsequent sub-committee structure. The Academic Board in the largest college tends to become remote and make general policy recommendations which may then lack force at the implementation stage. Moreover the actual size of the Academic Board, in order to be representative in the large organisation, may be so large and diverse that decisions lack force in order to gain the agreement of a majority of staff. Power has thus stayed firmly at Head of Department level because departments, even with many sections, are workable units.

219. The Instrument and Articles usually point firmly to the responsibilities of the Principal, and despite the formation of Academic Boards, Principals are held accountable by the local authority to the Governors of the College. Thus policy made by the Academic Board cannot be binding upon the Principal.

220. Some Academic Boards accept their responsibilities more willingly than others. Moreover, the Governors approve estimates and spending, i.e. the Academic Board may vote to overspend but the Governors would hold the Principal responsible if this actually occurred.

221. The Academic Board is "academic", but with resources becoming limited, most "academic" decisions cost money and this commodity is very scarce. Periodic cuts in finance, often without warning, have highlighted the position. Some cuts are immediate and urgent and implementation has to be undertaken within the management structure and often without recourse to the Academic Board. Reporting back to the board after a forced decision does not call forward optimistic and constructive comment from the delegates, and the process may even be divisive between the Heads of Department and the representatives.

222. If Academic Boards formulate policy, this is easier in a period of growth and available resources. But in a time of contraction and cuts, Boards (which represent departments) may be unwilling to make unpalatable decisions or may bicker and quarrel. Both of these modes of behaviour make Academic Boards ineffective in times of stress. General decisions of curriculum importance still need to be implemented at department level, which passes power back to the middle management.

223. Academic Boards still serve objectives pertaining to democracy, representation and public relations. But most of all the Board becomes a very effective means of communication between the Principal and the lecturing staff directly, without necessarily having decisions and information modified by heads of department and senior staff. Staff may question the senior management in public and such a process can avoid extremes of individualism or extreme College policy.

224. Evaluation of the time and effort needed to set up and maintain an Academic Board of effective proportion, must be weighed against the need to make effective decisions in the context of the whole college. Group decisions are best, but in the light of full information the administrative committee of Principal, Vice-Principal and Heads of Department may make the most effective decisions. Communication through the Academic Board is good but there are other methods of communication which may be as effective.

225. Time is a factor which limits the commitment of the senior staff to the Academic Board and as this lack becomes apparent, so the teaching staff realise

[1] *Government and conduct of establishments of further education.* DES, April, 1970.

that the Academic Board may be ineffective. Moreover, the innovations of TEC/BEC have involved the formation of many committees and groups within departments to prepare new schemes and tests formulated in new ways. Many teaching staff have of necessity had to devote much extra time to these new educational developments and this has made them less willing to serve on the Academic Boards and sub-committees.

226. The motivation of heads of department to communicate effectively and involve staff in participative decisions may be a substantially more concrete way forward in the minds of teaching staff than involvement at Academic Board level. The fact Academic Board representation is on a departmental basis, reinforces the departmental structure.

227. With diminishing resources any educational decision possesses other concerns and so Boards rove into many areas. Usually Instrument and Articles of Government allow the Boards the academic right of academic policy formation, while Governors determine the nature and character of a College with ensuing financial accountability. Apart from this similarity, the Instrument and Articles of Government of each College is different and interpretation at Governors' level and local authority is different again.

228. Governing bodies have a "prima facie" function to govern, but with three meetings per annum the day-to-day supervision passes to the local authority. The same councillors who sit upon a Governing Body also sit upon other committees in the local authority and make decisions leading to cuts and contraction. Governors may vote to allow a Principal to overspend, but the Chief Education Officer as the senior executive at local authority level acting in conjunction with a set budget could not allow this.

229. Inside the College, Governors have a longstop function which allows them to check financial accountability and to stop extremes and misconduct within the College. Some Governors are from industry and thereby apprised of operating organisations during a period of harsh restraint. Their contribution is valuable, business-like and non political and this latter contribution may stop College Governing Bodies becoming a replay of political arguments in other committees. Staff representation allows College arguments to be put cogently and with proper communication between staff Governors and other staff, the outside pressures upon a College may be more properly realised.

230. As local authority policy changes say from technical college to sixth form college, so the changes are implemented by the Governors. The Academic Board may offer alternative policies and plans but the Governors can reject or accept if they see fit. The Governors can also handle student excesses if they so wish, although generally in FE these are rare, and student apathy and failure to attend Governors' meetings are more common.

231. One important personality is the chairman of Governors. He can promote the College, support the Principal and interfere constructively at College level if he wishes. At an autocratic level decisions can be made and implemented at some speed, but the relationship between chairman and Principal will decide whether or not this really happens.

232. What is the position of the Principal? He/she must provide a clarity of decision and a leadership which is effective. A College committee structure is a method of reaching decisions. Whether or not those decisions originate in the committee structure the decisions must still be made. When made the decisions are implemented and the College management structure does this, not the committee.

233. Committees reflect pressure groups at the representative level and at any level if the pressure groups choose not to reach a decision, or to reach an inadequate decision then the Principal will act anyway. Pressure groups may be antagonistic towards each other and the committee system becomes even more indecisive. But no criticism can disguise that a committee system based upon democratic representation is the best method to achieve consensus. Through the maze of the committees the Principal and his deputy must not only be adequate participants, but sensitive to the needs of each representative group in order to achieve conclusions. Consequently, leadership both

inside committees and in other College activities is a paramount importance.

234. Local authorities determine the character of the College and appoint Principals. Another source of influence in the College is the Academic Board. The Principal is both the agent of the Authority and the Chairman of the Board. Within this framework he/she has room for manoeuvre which must be used to further the future of the College. The support of a Principal is essential for an Authority to change the nature of a College.

235. It is not expected that a Principal should carry all problems and difficulties to an Academic Board or Governing Body, but more that general policies and directions are given and that the detail and problems of implementing these rest with the Principal.

236. Communication is a method which if adequately undertaken will pave the way to good decisions. Decisions to apportion diminishing resources may well be hurtful to a minority within the College. In the days when "College Development" was synonymous with "College expansions", departmental and sectional initiative could be recognised. Changing curriculum drastically during a period of cuts inevitably imposes organisational strain. Communication of problems at a formal and informal stage will help to alleviate these strains and may make decisions more acceptable even if the decisions are difficult.

237. Principals used to distribute and allocate local authority funds in the best manner to implement the curriculum called forward by market demand. Now Principals are also concerned with the supply of resources and funds that can be attained for newer and more varied work from a variety of agencies. Actively working to resource a College, from agencies other than the local authority, is a function of a Principal.

238. New work can call forward a need for restructuring but in any restructuring motivation is now an overriding factor. In the late seventies when unemployment was thought to be short term, Colleges were advised to invent an extra section or a new department to cope. But the recession is now so serious and long term that it affects all departments and all heads and staff are affected in some measure. The newer work and changing curricula are now of the order that the whole staff are involved in some way. Motivation, information and discussion at all levels in a College can help with large curriculum change.

7 Middle Management

MIDDLE MANAGEMENT – Bob Hollyhock

Middle Management

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239. The crucial point in any organisation is middle management, which in Further Education includes section leaders and Heads of Department. Middle management implements policy and even (in a vacuum) formulates policy, but the former point is the stronger. Departmental policy is usually formulated by the Head of Department and section leaders and in this sense a compact middle management package can be said to operate.

240. The status of Heads of Department and their deputies means that within College policy departments act in a close federal pattern. Other forms of College organisation based upon a matrix system may augur well for a fairly small College or sixth form institution where the range of work is diverse. The present structure of Heads of Department under Burnham FE encourages development action by the Head and the rates of remuneration on large departments can be equated with heads of medium sized schools. Whatever arguments there may be for future changes in structure it must be admitted that the present structure has absorbed change and development in the seventies and also produced a range of courses which have at least partly coped with marked demand.

241. The role of Head of Department is to determine departmental policy in the light of College policy and to decide upon long term and short term objectives. Obviously Heads assist in formulating College policy at meetings of the Academic Board and Heads of Department meetings, and in this latter context the Heads are innovative. Their external relationships and knowledge and the ability to translate their predictions of the future into short term action is a major plus in the dynamism of the College.

242. High academic quality has always been demanded in Heads of Department, and there is evidence to show that it may well have been a top priority during the late sixties. But managerial ability, particularly some of those attributes offered by personnel managers, is essential. Job specifications do not always emphasise this fact, nor do interviews always aim specifically to uncover this ability. The FE Staff College at Coombe Lodge has assisted in the management development of many heads or aspiring heads. Updating middle management has been a successfully achieved objective at Coombe Lodge. But the hard problems of management in a changing environment must be forced back at the home college. The relationship between head of department and Principal is the key to many solutions of problems at middle management. It cannot be over emphasised that Heads of Department must not only act in accord over College policy and interpretation, but must also be seen to act in accord. The day-to-day relationships and the inculcation of constancy and sureness of decision taking may well smooth the path of any unpopular decisions which staff will partake in and also be part of.

243. Recent curricula developments have encouraged co-operation and cross-fertilisation at course level inside single departments and across several departments. Faced with adequate information many staff can foresee decision before the decisions are made. An understanding of middle management and function is essential for all teaching staff to appreciate that decisions are not made in a vacuum. Diminishing resources, lack of technician assistance, departmental staff spread over two or more sites, together with the changing student profile require a head of department to be a "superperson" if developmental change and expansion are to be achieved inside these constraints.

244. The basic question is can a Head of Department read the signs that continuing change is necessary. The ever widening possibilities in the market of Further Education, outside the province of advanced work and encompassing all people at 16+ are exciting and the problems of assessing that demand and catering for it are made more difficult than ever before since 1945 and these difficulties will continue through the eighties. Heads of Department are part of the same FE structure but the emphasis and market has change with accelerating 'rapidity', reflecting the change of society. The management of continuing change may well be the majority priority in the job specification of each head, now and in the future.

8 The Impact of the New FE

The Impact of the New FE

THE IMPACT OF THE NEW FE – Chris Farmer

245. While there may be doubts about the legitimacy of much further education the legal antecedents and impact of some of the newcomers to the field of training are clear enough. The Manpower Services Commission was established in 1974 under the provisions of the Employment and Training Act, 1973. The remit of the Commission is to run the public employment and training services. Its aims, as first set out in 1977 are:-

(i) "to contribute to efforts to raise employment and reduce unemployment;
(ii) to help assist manpower resources to be developed and contribute fully to economic well being;
(iii) to help secure for each worker the opportunities and services he or she needs in order to lead a more satisfying working life;
(iv) to improve the quality of decisions affecting manpower;
(v) to improve the efficiency and effectiveness of the Commission".

Of the MSC sponsored developments the Youth Opportunities Programme, introduced in 1978 following the recommendations of the Holland Report,[1] has had the greatest impact in terms of student numbers and changing demands upon the further education service. The short full-time Work Introduction Courses and Short Industrial Courses which have developed alongside 10-12 week day-release Social and Life Skills Courses have recently provided a growth area at a time when enrolments on traditional FE courses have been reduced by the economic recession. The developments have affected the service in a number of ways. At the college level new programmes have had to be developed and expanded rapidly for a new and often transient client group; and there is no doubt that, particularly in the early days, there were often considerable tensions between course tutors and MSC linkmen in terms of what constituted an acceptable and relevant programme. Additional burdens have been placed upon colleges and the Careers Service in recruiting students from schemes of work experience on employers' premises: a task regarded as somewhat thankless by those accustomed to meeting the needs of better motivated apprentices and not persuaded of the value of a brief day-release programme which has generally failed to recognise the reality of the economic world to which the students would be returned at the end of their experience within the Youth Opportunities Programme.

By 1980-81 the MSC was providing about 6 per cent of expenditure on non-advanced further education. Not a large proportion, but particularly significant at a time when rate borne expenditure on further education has been under great pressure. This point of expansion has focussed primarily on provision for many young people who would not under more normal circumstances have been involved with further education, and has tended to polarise the "education" versus "training" issue. The educational response to employment uncertainty and rapid technological change has been to argue the need for training to be underpinned by opportunities for personal development and further education related to adult life in general as well as the particular demands of the world of work. It is not surprising therefore that professionals in the education service should have been cautious in their contracts with a relatively well resourced agency whose linkmen have their roots in the Department of Employment or elsewhere in the Civil Service and a tendency to rehearse "guidelines" which, in their emphasis on the development of job obtaining and retaining skills, have not always related to the needs of young people as they are perceived by college tutors, careers officers or youth workers.

246. As far as LEAs are concerned the development of MSC sponsored programmes has not been helped by the uncertainty of the funding and the short lead times given. The present "cash on delivery" system is not an appropriate way in which to encourage new initiatives, particularly when late adjustments of the resources available to Area Boards have resulted in fresh approaches to LEAs and colleges for substantial additional provision during the course of an academic year. Perceptions of new areas of work are inevitably coloured by its status and its relationship to career prospects. Many LEAs have been reluctant to appoint full-time staff to provide MSC sponsored work, and an over-reliance

[1] *Young People and Work*, MSC, 1977.

on part-time teachers cannot have helped in this respect – despite the excellent work of many of the part-timers involved. A further area of concern for LEAs has been their lack of representation on Area Boards, with the result that annual targets have been established without reference to the LEAs' short term capacity to meet them and their overall strategy for 16-19 provision. It is not easy for essentially local organisations to relate to national organisations, particularly at a time of rapid development when there has been a considerable dissonance between aspirations expressed at national level and local interpretations of guidelines issued. Even the most cordial relations between LEA officers and their counterparts in the MSC, and they have certainly existed in my own Authority, do not serve to lessen the sense of distance between the LEA delivery system and the machinery which currently shapes the Youth Opportunities Programme. The recent White Paper looks forward to more sensitive local machinery, and it is to be hoped that this will offer the opportunity for a greater sense of partnership between the MSC and the local authorities.

247. The second area in which MSC sponsorship has impinged on provision for 16-19s has been the pilot Unified Vocational Preparation Programme, which was launched in 1976[1] with the aim of fostering the development of schemes of vocational preparation for the estimated 200-300 thousand 16-19s who entered jobs in which they receive little or no systematic further education or training. Unfortunately the programme coincided with the downturn in the economy, with the result that the responses of the interested parties has been patchy. Of about 200 schemes operating in 1977-79 a little under 50 per cent were sponsored by the Distributive ITB, 10 per cent were organised by the Rubber and Plastics Processing ITB, and 33 per cent were the result of initiatives taken by colleges of further education. Although the pilot programme has been disappointing in terms of numbers participating – there were only about 3,500 in 1980-81 – it has been significant in terms of the way in which some of the schemes have developed. In Yorkshire and Humberside the objectives of the UVP programme had been anticipated by the Regional Advisory Council, which introduced its TRADEC courses in 1973. The schemes are unrelated to age and offer three stages, the first of which was incorporated into the UVP pilot programme in 1978. The schemes, which currently cover the Mechanical Trades, Fabrication and Joining Trades, Commercial Trades, Powered Traction Trades, Food Trades, Electrical Trades, and Distributive and Consumer Trades, seek to relate the acquisition of skills and knowledge with personal development within a learning framework agreed between the employer, the student and the providing college. This negotiated curriculum enjoys the advantages of relevance and currency for the employer, and represents an investment in which all the interested parties have a clear responsibility in terms of both content and assessment. The principal features of the TRADEC model, some of which are shared by other UVP schemes, are clearly relevant to provision made for other groups of employed students and to the unemployed on work experience. The UVP programme has also provided the opportunity for the development of residential work with young people, which the MSC is now actively encouraging within the Youth Opportunities Programme.

248. The results of the evaluation of the UVP programme undertaken by the National Foundation for Educational Research (NFER) were in large measure anticipated by the consultative paper "A Better Start in Working Life"[1] issued by the Labour Government in April, 1979. The important conclusions were that the great majority of employers thought that the experience had been successful from the point of view of both their companies, in terms of "more committed and interested young workers who had a greater understanding of the company and industry in which they worked", and their employees, in terms of increased confidence and a greater understanding of their own job and of industry as a whole.

249. Of no less significance are the perceptions of the majority of young people who responded to the NFER survey with the view that their UVP scheme had enhanced their self confidence, improved their

[1] *Unified Vocational Preparation:* A Pilot Approach, Green Paper, HMSO, July, 1976.

[1] *A Better Start in Working Life,* DES, 1979.

knowledge of their work and/or increased their ability to communicate with or relate to other people. There was little novel in the NFER conclusion that a successful UVP scheme requires three vital ingredients; a positive approach by employers, the integration of on the job experience and off the job training and further education, and effective liaison between employers and colleges. More important was the recognition by nearly 30 per cent of scheme organisers that they had not achieved the synthesis of education and training which had been their aim. The present Government has announced[1] its intention to expand the UVP programme so as to provide opportunities for some 50,000 young people annually by 1984-85. The development envisaged will clearly place a considerable burden on college tutors in terms of liaison with employers and the development of individual learning programmes based on participative teaching methods.

250. The third area of involvement of the MSC in further education has been through the Training Opportunities Scheme for the retraining of unemployed adults. Here again changes in volume, priorities and the direction of MSC sponsorship have created problems for providing colleges. In 1973 TOPS completions amounted to nearly 40,000 of which 40 per cent were college based. The scheme expanded to almost 99,000 completions in 1977, when colleges provided 57 per cent of the output. But by 1980 the contribution of maintained and private colleges had fallen to 49.3 per cent, and the 1981-82 plan provides for a little short of only 61,000 completions. Overall the colleges' share of completions fell from 56,409 in 1977 to 32,744 in 1980. Changes in priorities, which have particularly affected clerical and commercial courses, are shown in Table 7.

251. The relative impact of MSC sponsored work has inevitably varied considerably from LEA to LEA. Some have been reluctant to become too involved with uncertain and short term funding. Some, particularly in the South and South-East, have had to face the problem of widespread unemployment only recently, while others have had to address themselves to a rapidly deteriorating situation for some time. Regional variations in the distribution of entrants onto the Youth Opportunities Programme are illustrated in Table 8.

Table 7 Changes in the volume and priorities of TOPS schemes and the contribution made by colleges of further education, 1975-81.

Skill Area	per cent				
	1975	1977	1979	1980	1981 (plan)
Clerical/commercial	39.4	36.8	34.8	29.6	23.6
Construction	11.1	6.6	8.9	9.6	9.7
Engineering	25.2	24.5	22.4	25.5	23.4
Technician/computing	—	—	8.4	10.6	11.9
Others	16.4	27.4	20.9	19.8	27.8
Total completions	60,724	98,964	74,489	66,418	60,988
Completions in CFEs (%)	55.5	57.0	55.8	49.3*	—

Source: MSC Annual Reports
*Includes private colleges

[1] Cmdn 8455.

Table 8 Regional distribution of entrants onto the Youth Opportunities Programme, 1980-81.

Region	Percentage of Total
Scotland	14
Northern	12
Yorks & Humberside	10
North West	18
Midlands	18
Wales	8
South West	7
South East	10
London	3

Source: Review of the Third Year of Special Programmes, MSC, 1981.

252. Another group of unemployed students of growing importance are the "21 hour" students who are registered as unemployed and may attend a course for up to 21 hours per week and retain their entitlement to Supplementary Benefit. Although the dispensation was first agreed by the Department of Health and Social Security over a decade ago it was *AM 4/77*[1] which stimulated interest in this form of provision. College based courses have subsequently been complemented by provision in schools, initially as a result of individual agreements between the DHSS and the Liverpool and Sheffield LEAs and more recently as a result of the DES dispensation announced in the spring of 1980, which authorised the provision of part-time courses of "further education" in schools so long as the students concerned were not regarded as school pupils for any purpose. Unemployed students may attend courses for up to 21 hours per week as long as they are registered as unemployed, have the primary aim of obtaining work, and are ready to leave the course immediately an appropriate vacancy becomes available. The extent to which these opportunities are taken up appear to vary from authority to authority.

253. The situation will be clearer when the research currently being undertaken by Youthaid is completed. There is no doubt however that 21 hour students are making a considerable impact in some areas, either by infilling onto existing courses or following courses designed for them. The pattern of enrolments in Sheffiled in December, 1981 is shown in Table 9.

254. The majority of 21 hour students are 16-19 school leavers, but a growing number of adults are now taking advantage of the facility now that the Authority has agreed to remit fees for the

Table 9 "21 hour" student enrolments on courses in Sheffield by type of course and institution, December, 1981.

Type of Course	Schools	Colleges of further education	Total
General Education	109	252	361
Vocational Preparation	159	206	365
Vocationally Specific	—	31	31
Total	**265**	**489**	**757**

[1] Administrative Memorandum 4/77, *Further Education for Unemployed Young People*, DES, 1977.

unemployed. The scale of 21 hour provision may be judged against 16+ age groups of about 9,000. The involvement of both schools and colleges of further education has made it necessary for agreement to be reached as to what may reasonably be included within the framework of a part-time course, for which there is no generally accepted definition. Particular problems arise with A level courses, in which case the schools and colleges have operated on the assumption that as far as 16-19s are concerned three A levels should normally be regarded as a full-time commitment. There is no doubt that the interpretation of the arrangements place considerable burdens on tutors in both schools and colleges. Judgements on the relativities between the primary aim of work as against the secondary aim of certification when confronted by students from backgrounds impoverished by unemployment in a context in which there is no work for the students to go to anyway are far from simple.

255. The development of 21 hour student attendance has involved more than a further complication of the student support system and judgemental dilemmas for teaching staff. In many cases courses have been deliberately structured to facilitate the attendance of 21 hour students, and it is not entirely accidental that the design brief developed in "A Basis for Choice"[1] or the structure of the CGLI 365 Vocational Preparation (General) Course enables the core of the course to be offered within 21 hour limits, at least in terms of course hours. The implications of the recently rumoured DHSS memorandum advising that lunch breaks and private study should be included within the 21 hours remain to be seen.

256. The fact that adults must be unemployed for twelve months before they may attend a course of further education on a 21 hour basis has meant that in general there has been relatively little opportunity for colleges to develop courses to meet the needs of the unemployed adults. That does not mean to say, of course, that adults are not well represented among college students. If evening only students are ignored a little over 40 per cent of the students enrolled at colleges in England and Wales in 1980-81 were aged 19 or more, and a little over 27 per cent were over the age of 21 years. While circumstances nationally have tended to place the emphasis on the development of provision for 16-19s those related to the iron and steel industry have created local opportunities for developments which reflect the "New Training Initiative's" third objective of "widespread opportunities for adults, whether employed, unemployed or returning to work, to acquire, increase or update their skills and knowledge during the course of their working lives". During the past two years a variety of short courses have been provided by the Sheffield Colleges as part of a scheme of "flexibility" training for British Steel Corporation employees under a manning agreement in order to achieve a greater flexibility in the use of skilled men. Paradoxically during the present academic year it has been possible for the same colleges to provide retraining courses for those made redundant during the recent rapid contraction within the special steels industry in Sheffield. Under an agreement made under the auspices of the European Economic Community employees in the steel industry are entitled to the equivalent of about 90 per cent of their average take home pay as a tax free allowance during attendance on an approved course of re-training for up to 52 weeks following their redundancy. In these exceptional circumstances counselling by the staff of colleges and the careers service and the rapid development of appropriate opportunities has resulted in over 550 redundant steelworkers enrolling on full-time courses, which include help with basic skills and English as a Foreign Language as required and opportunities to develop the skills and understanding relevant to the operation of a small business. The cynical might suppose that in the case of the latter group of students the tax free allowance is sufficient to secure attendance. In practice both these groups of mature students, most of whom have had no recent contact with the education service, have impressed teaching staff with their commitment and motivation. Needless to say the scheme has required considerable and often sensitive negotiations with the trade unions, employers, the Department of Industry, which acts as

[1] *A Basis for Choice*. Report of a study group on post-16 pre-employment courses, Further Education Curriculum Review and Development Unit, 1979.

agent for the EEC, and the Department of Health and Social Security, as well as a commitment on the part of the LEA, which has reflected in its early decision to second a Vice-Principal on a part-time basis to co-ordinate both the provision for and the counselling of prospective students. Such initiatives have been local to the steel producing areas, but they demonstrate what is possible when resources are made available to support adult retraining. The tragedy is that there are so many unemployed for whom there is no equivalent opportunity.

257. In the mainstream of further education a number of opportunities for mature students have developed during the past few years. The Trade Union Congress has been active in promoting the development of courses for shop stewards and health and safety representatives, and a number of colleges of further education have been designated as Trade Union Study Centres. There has been an expansion in the provision of supervisory and management courses, with the Business Education Council now in the post-experience field with its Certificate in Management Studies; and the City and Guilds of London Institute has moved into the post advanced craft field with its Licentiateship programmes.

258. In terms of courses offered the past decade has seen the initiation of a process of rationalisation, which, although far from complete promises an improvement on the "cluttered supermarket where excellent bargains jostle for space with dubious buys but where nothing is clearly labelled". The establishment of the Technician Education Council and the Business Education Council in 1973 and 1974 respectively following the recommendations of the Haslegrave Report has done much to rationalise provision at technician level since the introduction of TEC programmes in 1976 and BEC courses in 1978. Although they have developed in somewhat different ways the two Councils have taken some steps towards fulfilling the Haslegrave Committee's recommendation that there should be strong consultative and operational links between them. A joint consultative committee was established in 1978, and operational links have begun through the BEC/TEC committees for computer studies, and mathematics and statistics. Discussions are taking place on the potential for collaboration in post-experience education, modern languages and in the art and design field. Unfortunately, this collaboration appears to have begun after the two Councils have established rather different philosophies and independent educational ladders. It is to be hoped that effective bridges can be established between the two in terms of credit transfers or "mixed" courses where appropriate. While TEC has emphasised a centrally controlled unit based approach with colleges responsible for their own programmes, and BEC has sought to stimulate a more integrated methodology and a greater degree of initiative on the part of colleges, there is no doubt that both have placed very considerable demands upon college staff in terms of the development of curricula and assessment systems and their administration.

259. The emergence of the TEC and BEC systems have impacted on both the City and Guilds of London Institute and the Regional Examining Bodies, which are now concentrating their attention on provision at craft and operative levels. The influence of TEC and BEC on the examining role of the Yorkshire and Humberside Council for Further Education[1] is illustrated in Table 10.

260. The concordat reached between the City and Guilds of London Institute and the Regional Examining Bodies in the "Ferryside Agreement" of 1980 offers the prospect of the harmonisation and rationalisation of provision and a firmer currency for qualifications at this level. The primary aims of the unified system were identified as: the identification of education and training needs, the development of syllabus and course objectives, the identification and establishment of standards, and the assessment and certification of attainment. Since the agreement was concluded the first "national" certificates have been issued, a joint policy statement has been published, and the Hargreaves Committee has recently completed its review of the structure and range of schemes for those using engineering craft skills.[2]

[1] Reconstituted in 1981 as the Yorkshire and Humberside Association for Further and Higher Education.

[2] Report of the Policy Steering Sub-Committee on *"Schemes for those using Engineering craft skills"*, CGLI, February, 1982.

Table 10 Yorkshire and Humberside Council for Further Education: Examination Candidates 1975-81

	1975	1977	1978	1979	1980	1981
Technician courses	1,577	1,755	1,589	741	229	30
ONC courses	2,213	2,727	2,521	2,247	1,080	265
Cert. of Secretarial Studies	2,080	2,114	2,497	2,430	2,126	1,971
Colliery deputies courses	200	311	300	238	358	265
Craft courses	9,800	9,518	9,429	8,181	7,177	6,674
General courses	982	704	428	150	41	—
TRADEC courses	—	—	—	794	956	881
Other courses	937	1,036	764	180	293	335
Total	17,789	18,165	17,528	14,961	12,251	10,421

Source: Yorkshire and Humberside Council for Further Education Annual Reports.

In so far as full-time vocationally uncommitted students of average ability are concerned perhaps the most significant institutional development has been the establishment of the Further Education Curriculum Review and Development Unit (FEU) by the Secretary of State for Education and Science in 1977. At the end of the same year it commissioned a survey of one year pre-employment courses for students aged 16+ undertaken by staff at Garnett College[1] and by the summer of 1979 had published a report of a study group on Post-16 pre-employment courses entitled "A Basis for Choice".[2] The latter was published shortly before the report of the Keohane Committee[3] (Cmnd 7755) which had been established by the Secretary of State for Education in 1978 to consider in relation to the other courses and examinations for those for whom the CEE is intended the proposal made to the Schools Council in 1976 for the formal establishment of the Certificate of Extended Education (CEE).

261. While the Keohane Committee had worked from the needs of a school based examination system towards the curriculum, the FEU's Mansell Committee worked to identify a course design base and thence towards an appropriate assessment method. In its Green Paper of October, 1980[1] the Government concluded that the Keohane Committee's proposals "for a single subject examination, with no required core of syllabus content apart from communication and numerical skills assessed in English and Mathematics tests, are not fully appropriate to the needs of the target group", and went on to propose that "the right course is to secure the development of a pre-vocational examination, broadly along the lines recommended in "A Basis for Choice" that could be taken by young people attending either schools or colleges. Further news of the chosen validating body and the development schedule was expected in the summer and autumn of 1981, but at the time of writing the Government has done no more than to commit itself in the recent White Paper on training (Cmnd 8455) "to secure development of a new pre-vocational examination for young people aged 17+ in schools and colleges", together with a confidential document from the DES in May, 1982 to promote a complementary course for full-time school

[1] *One-Year Pre-Employment Courses for Students Aged 16+* – a survey of provision in colleges of further education, Garnett College, 1978.

[2] *A Basis for Choice* – Report of a study group on Post-16 pre-employment courses, Further Education Curriculum Review and Development Unit, 1979.

[3] *Proposals for a Certificate of Extended Education*, HMSO, 1979.

[1] *Examinations 16-18* – A Consultative Paper, DES, 1980.

attendance – the certificate of pre-vocational education (CPVE).

262. In the event neither schools nor colleges, nor indeed the bodies concerned with curriculum development and examinations have sat back passively since the Mansell and Keohane Committee's reported in 1979. The FEU immediately established a joint working party with the City and Guilds of London Institute to undertake a feasibility study and evaluate a number of pilot courses which fulfilled the criteria of the "A Basis for Choice" design base. The examining bodies have courted the Department of Education and Science for the right to validate the proposed 17+ examination, and the CGLI announced late in the summer of 1981, without, it seems, having consulted with the Regional Examining Bodies, its intention to offer to both schools and colleges its 365 Vocational Preparation (General) Course.

263. More significantly from the point of view of current clients many colleges established working groups to consider the implications of the recommendations of "A Basis for Choice", developed new or modified established courses, and experimented with profiling as a means of recording the experiences and achievements of students. Although the FEU has no remit in respect of provision made in the schools sector the report has attracted considerable attention in secondary schools and influenced the development of their pre-vocational courses.

264. One of the repercussions of the development of both pre-employment courses on the "A Basis for Choice" model and courses under the auspices of the Youth Opportunities Programme has been a tendency for colleges to adopt a college-wide view of provision through some form of inter-departmental working party or committee, a strategy endorsed by the FEU/CGLI feasibility study. In some cases the philosophy of "A Basis for Choice" has illuminated thinking about the curriculum of students outside the immediate target group of school leavers with a wide spread of ability and attainment, who are intending to enter employment in the reasonably short term, and probably have a disinclination to embark on a full-time course of more than a year's duration. Vocational preparation and a progressive transition from adolescence to adult life should not be the prerogative only of vocationally uncommitted students of about average or below average attainment at 16+. There are areas of experience, skill and understanding which should be common to the 16-19 age group as a whole. The aims of the Common Core of "A Basis for Choice" offer a learning agenda for life, and it is encouraging to see that some colleges are reviewing the totality of their 16-19 provision against the "A Basis for Choice" criteria. It is also of more than passing interest to note that a group of secondary school teachers involved with the Schools Council's "Geography 16-19 Project" has explored the extent to which the "A Basis for Choice" aims could be achieved through the teaching of a single subject.[1] The impact of "A Basis for Choice" has extended far beyond its terms of reference.

265. The general pattern of the recent development of new courses in further education outlined above is illustrated in Table 11, which summarises courses of 40 hours or more in duration which have been established in Sheffield since 1974 upon the recommendation of the City's Further Education Location of Courses Panel and with the approval of the Education Committee. The statistics relate to courses rather than numbers of classes, and therefore tend to underplay the development of pre-vocational courses. The general trend has been for the latter to outnumber newly established vocationally specific courses since 1978-79. The development of Post-16 pre-vocational link courses since 1978-79 reflects both the aspirations of the school sector and the view of the Authority that they should be provided under the aegis of the college of further education.

266. School based CGLI Foundation and TEC level I courses invariably involve part-time attendances at college. Some school based BEC General Diploma and all Certificate students spend part of their time in college, but a proportion of the

[1] *Geography and pre-employment courses in the Sixth form*, Geography 16-19 Project, Schools Council, March, 1981.

Table 11 The pattern of newly established courses of further education in Sheffield 1974-75 to 1980-81 (per cent of all courses)

	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81
Voc. Prep. link	—	—	—	—	48	26	23
Voc. Prep.	—	—	7	11	—	11	28
YOP Courses	—	—	7	11	16	4	8
All voc. Prep.	—	—	14	22	64	41	59
General Education	31	14	—	11	—	4	4
Voc. Specific	25	64	64	45	32	43	34
TOPS courses	25	9	14	—	—	4	2
Supervisory/management	19	13	7	22	4	7	1
All voc. specific	69	86	85	88	36	58	41

Diploma students are taught wholly at school by school staff under the general guidance of the college which holds the course approval. These consortia arrangements are an integral part of the Authority's current Post-16 policy aimed at broadening opportunities and widening access at a time when the colleges of further education are full by attracting those students who under a bipartite system may be reluctant to transfer to a college. As yet the number of students involved in linked pre-vocational courses is small.

267. The outcomes of the initial courses were encouraging in terms of completions and levels of attainment, and there is no doubt that the collaboration has widened the understanding of what further education is about. The school teachers involved have reacted variously to the new challenge, with some finding the more specific learning objectives of a further education course helpful and others interpreting them as a constraint.

268. Such link arrangements are by no means unique; not least because BEC and TEC currently insist upon the involvement of a college in school based provision. The survey undertaken by the local authority association on behalf of the Macfarlane Committee to identify the scope of local authority plans to rationalise 16-19 provision recorded the formal and informal co-operation between schools and colleges involved in the survey. In practice the development of consortia provision has been patchy. Collaboration inevitably involves some loss of autonomy and freedom of action, and the entrepreneurial in FE may view the extension of further education courses into the school system as a loss of work. There are also practical problems of common timetabling, travel, and dual responsibility for students in terms of pastoral care, counselling and communications with parents.

269. As they review their 16-19 provision many Authorities may find that local circumstances make consortia provision the only practicable way in which to widen opportunities and make the best use of available resources. For others consortia systems may prove to be essentially transitional phases, during which a degree of mutual understanding between the school and further education sectors may be established, until the opportunity for more radical restructuring occurs.

270. One of the most interesting developments during the past decade has been the establishment of a number of tertiary colleges. From apparently almost accidental origins in Exeter in 1971 they have

dispersed as far north as Wakefield and Nelson/Colne, and as far east as Richmond-upon-Thames. They have even crossed Offa's Dyke into the principality. While the comprehensive principle has been extended to the great majority of secondary education during the 1970s 16+ has replaced 11+ as the age at which students are segregated on the basis, as far as popular conceptions are concerned, of formal levels of attainment and vocational aspiration. The translation of the aims of vocational preparation from the initial target group of those 16-19s for whom no appropriate provision has traditionally been made to the whole of the age group has considerable implications for the character and style of providing institutions. At the moment there is a great danger that the 16-19 curriculum will become differentiated into four relatively discrete and largely unconnected streams: the A level route for those intending to proceed to higher education and the professions; the technician route for those generally of above average attainment; residual craft studies and vocational preparation for those of average ability and below either in employment or full-time education; and MSC sponsored vocational preparation programmes for a growing and increasingly alienated body of the young unemployed. This may not be the place to rehearse the Two Nations argument. It is difficult not to observe, however, that the tertiary college appears to be the one institution with the opportunity to provide an enabling framework for the development of a closely integrated and coherent curriculum for both young people and adults Post-16. There is no doubt that, given the differing contexts within which local authorities operate, there was never any prospect of the Macfarlane Committee recommending a single institutional solution to the problems confronting them. But until the drafts of its report were exposed to political editing they could reasonably be interpreted as indicating that LEAs should need to have good reasons for adopting an alternative institutional system. Others have grasped the nettle. In its report[1] on alternative systems of post-16 provision, which leaned heavily and interestingly on student perceptions, the National Foundation for Education Research in England and Wales concluded that "While the sixth-form colleges have shown that a break at 16 can work successfully, it is the tertiary colleges which point the way to the future where the two sectors are fused together and post compulsory education is seen as a cohesive whole".

271. A growing group of students not yet touched upon and distinctive by the irregularity or infrequency of their attendance at college are those involved in open and/or distance learning systems. "Directed private study", "learning by appointment", "assisted private study", "Flexistudy" have all become part of the jargon of further education. Attendance at a college on a regular basis is often difficult for shift workers, the handicapped, and those with family responsibilities or who by reason of geography or transport problems have no easy access to institution based opportunities. While the "distance" aspect of the system is essentially about physically reaching those parts of the potential student population not accessible, the "open" element offers potential solutions to the obstacles raised for many potential students by such issues as fixed entry and exit points and the pace of learning. As far as colleges are concerned the systems do not require minimum sized groups of students to be assembled at particular locations at predetermined times for predetermined periods. During the past few years a number of schemes have developed to meet general and specific needs. The Flexistudy system has been formally pioneered by Barnet College using National Extension College materials since 1977 to meet demands for general education through both examinable (GCE A and O level) and non-examinable courses, while examples of more specific provision are to be found in the assisted private study course in Quarrying offered by the Doncaster Metropolitan Institute of Higher Education since 1971, and the more recent and widely dispersed TEC course developed for British Telecom staff. These courses may involve planned attendance at college or a residential centre as well as ad hoc contact between students and tutors. The reduced, but nevertheless essential, face to face contact necessitates a more detailed assessment of and commentary upon student assignments, and these aspects of course delivery inevitably require more

[1] *The Sixth Form and its Alternatives*, Dean, Bradley, Choppin and Vincent, NFER, 1979.

time than is the case with normal courses. The early outcomes of the introduction of Flexistudy in my own Authority indicate a lively demand, low wastage rates and encouraging levels of success in examinations.

272. The prospect of the sponsored development of open learning has been quickened by the MSC's consultative document on "An 'Open Tech' Programme"[1], which appeared hard on the heels of the report of the Council for Educational Technology's investigation into open learning begun in 1976.[2] However hastily the MSC paper may have been put together it commended itself to the Government which confirmed in the recent White Paper on the New Training Initiative (Cmnd 8455) its support of the development of an 'Open Tech' programme under the auspices of the MSC. In practice the general development of open and distance learning requires the early resolution of a number of problems related to the calculation of students hours, course fees, inter-authority recoupment and remissions for notional class contact time.

273. The changes in the groups of students for whom colleges of further education have been called upon to make provision during the past few years are the result of a number of external influences. Changes in the expressed needs and perceptions of students have already been touched upon, and have resulted in a degree of convergence between the secondary and further education sectors, the opening up of access to further education through the development of open and distance learning systems, and by the extension of provision to create opportunities for mature and post-experience students.

274. Changes in technology and the structure of the economy have created a growing sense of uncertainty in terms of the level and nature of skills required. Local labour market studies, such as that conducted in the Sheffield and Rotherham area in 1978[1], have confirmed the difficulties of manpower forecasting and the uncertainty of employers as to their future requirements. These circumstances have had clear implications for a service which by tradition has offered courses which have been related to the skills required by industry and commerce. There is considerable evidence to suggest that in accordance with its best traditions further education is responding to the change. The Hargreaves Report[2], for example, draws attention to the need to "recognise that existing industrial structures and job descriptions are insufficiently stable to continue as a basis for detailed syllabus development" and concludes that "the knowledge and skill associated with tools (or equipment), with materials in use, with specific industrial processes and with the installation, operation, maintenance, repair and overhaul of systems are the proper source of such stability". More generally there has been a growing emphasis on the need to identify generic or transferable skills related to occupational areas. Regrettably this aspect of curriculum development has not been a feature of research within further education itself, but has been stimulated by the MSC through the Youth Skills Project based on the Institute of Manpower Studies at the University of Sussex and in the work of the Social and Applied Psychology Unit of the University of Sheffield on its Job Components Inventory.

275. The general economic recession of the past few years has reinforced the impact of uncertainty created by external influences on the further education service. There is a certain irony in the fact that the publication of "A Basis for Choice", with its presumption that its target group of "young people over the age of 16 who wish to stay in further education usually for a year and without, initially, any specific vocational or academic commitment" would enter employment at the end of the year, should have coincided with an acceleration in the reduction of the number of employment opportunities over which choice might be exercised. In those LEAs in which long term unemployment among 16-19s was becoming firmly established it was already necessary to think more in terms of a foundation year which

[1] *An 'Open Tech' Programme* - A consultative document, MSC, May, 1981.
[2] *Open Learning Systems in Further Education and Training* - A discussion of the issues and recommendations to Government, CET, December, 1980.

[1] Sheffield and Rotherham Labour Market Study, MSC, 1979.
[2] Report of the Policy Steering Sub-Committee on "Schemes for those using engineering craft skills", CGLI, February, 1982.

would provide the basis for progression to a second year of more specific further education and training. Despite the limited ambitions of the recent White Paper it is clearly essential that the further education service should address itself to the development of that second year and to establish a means of relating it to establishing opportunities.

276. The uncertainties implicit in current vocational preparation and the growth in the proportion of full-time students have had a number of consequences for providing colleges. Both have placed a now widely recognised emphasis on counselling as a fundamental element of the curriculum. In this context it is often forgotten that the Employment and Training Act, 1973 established not only the Manpower Services Commission but also the statutory duty of local education authorities to provide a careers service for all young people under the age of 19. Previous voluntary provision had its origins in the enabling powers given under the earlier Act of 1948. The Careers Service has had a rapidly expanding role as a result of the growth of the Youth Opportunities Programme and in the numbers of full-time students on general and pre-vocational courses. These developments have tended to change the emphasis of the role of careers officers away from job placement towards counselling. Provision made under the Youth Opportunities Programme has greatly increased contacts between colleges and careers officers, and it is likely that this co-operation will need to increase further as a result of the expectation of the recent White Paper on the New Training Initiative (Cmnd 8455), which refers to a new challenge for the Careers Service "especially in counselling the trainees who are on the new scheme for a year, and working with people employed (sic) on the scheme whether in colleges or . . ." Despite the increased co-operation which has resulted from the demands made by the Youth Opportunities Programme one senses a degree of tension between colleges and careers officers. The former sometimes perceive the latter as being short of industrial or commercial experience, and lacking either a detailed knowledge of what further education has to offer or an appreciation of the extent and diversity of the contacts between colleges and employers. On the other hand careers officers tend to have misgivings in that they perceive college tutors as being too closely associated with particular areas of work to be in the best position to offer neutral counselling to the vocationally uncommitted student. Colleges which have developed good practice and effective working relations with the Careers Service will have been stung by the reference in the Macfarlane Report to the view of HM Inspectorate that "careers provision in colleges of further education, particularly for students following general or pre-vocational courses, if often rudimentary". As the proportion of vocationally uncommitted students increases during the next few years efforts will need to be made to ensure that that particular cap does not fit, and that the roles of colleges and careers officers in counselling students is mutually agreed and clearly defined.

277. Another and related consequence of the growth in the numbers of vocationally uncommitted students has been the need for colleges not only to systematise counselling, but to adopt a college-wide or inter-departmental approach to provision which goes far beyond the simple servicing of one department by another. A number of strategies have been developed. These range from the replacement of departmental structures by matrix management systems, which enable an emphasis to be placed upon the counselling, recruitment and induction of students, to inter-departmental and course committees. In some cases the integration of pre-vocational courses has been placed in the hands of vice-principals or other senior staff working outside the departmental structure.

278. Developments in the objectives and processes of curricula suggest a fourth group of consequences which have resulted from the emergence of new client groups. The great recent increase in competition for available jobs has resulted in a wider recognition that employability amounts to more than the acquisition of knowledge, and skills. The effective aspects of the curriculum have therefore tended to become less "hidden" and more explicit. Research such as "The A-Z Study"[1] has drawn attention to the attributes valued by

[1] *The A-Z Study* – differences between improvers and non-improvers among young unskilled workers, Industrial Training Research Unit, February, 1979.

employers, which in turn have been reflected in the FEU's analysis of the objectives, structure and processes of curricula designed to develop social and life skills.[1] At the same time the concepts of a *common core* and a *negotiated curriculum* have become part of the jargon of "FE-speak" and the delivery of the curriculum to groups of students as diverse as those following pre-vocational and distance or open learning courses has tended to shift the role of the teacher from the purveyor of knowledge, accumulated experience and skills to the manager of learning experiences.

279. A fifth development which has resulted from the growth of the Youth Opportunities Programme and the numbers of pre-vocational students has been an increasing concern for the status of both the students themselves and the work associated with them. The issue of student status relates partly to a student support "system" of byzantine complexity and inequity which provides for students in such a way as to offer no support to many, wages to some, MSC allowances or Supplementary Benefit to a growing number, or discretionary awards to those of limited means and fortunate enough to live in an LEA committed to the support of further education. It also relates to the way in which young people in further education are perceived by and located within society as a whole. The trend has tended to delay formal entry into the labour market and access to the purchasing power and status which relates to that primary element of adulthood which in modern society equates with economic activity. If this is to continue it is essential that the characteristics of a trainee status which is acceptable both to young people and the wider community are identified and adopted.

280. Mention has been made previously of the significance of the status of work within further education in relation to its development. Although a number of LEAs have now enabled colleges to establish senior posts, often at senior lecturer level, in order to encourage the development of vocational preparation courses, career prospects conditioned by the grading of courses system tend to encourage lecturers to seek advancement in other directions than in this "low level" work. There can be little doubt that the course grading system and its assumptions about the status of work, its values in terms of related course fees, and its expectations as to the relative status of those who will teach particular courses is entirely inappropriate to the needs of a further education service which aspires to provide a comprehensive range of opportunities. Clearly there has to be a method of developing a career structure for teachers in further education related to the principal activities of colleges: the development and management of the curriculum and its assessment, the pastoral care of students, and the development and maintenance of effective relations with external agencies and employers. Under the auspices of the Yorkshire and Humberside Association of Education Authorities the LEAs in the region have adopted a policy which seeks to replace the present course grading system with arrangements which are explicitly neutral as between courses provided for students of differing ages and levels of academic attainment or aspiration. It is understood that the course grading system is currently under review in the Burnham Further Education Committee, and to be hoped that its discussions will be fruitful.

281. Other changes in further education during the past decade have impacted particularly upon those responsible for the management of colleges, which have been required to operate within a more complex legislative environment and to respond to wider expectations of more participative management methods. Since 1970 the recommendations of the Weaver Report[1] and the requirements of Circular 7/70[2] have become an accepted feature of the college scene. More recently the flurry of legislation related to employment, and health and safety at work have required college management to become conversant with a range of technical matters far removed from strictly educational objectives. Agreements on conditions of service, grievance procedures, collective disputes procedures and disciplinary procedures have kept local negotiators

[1] *Developing Social and Life Skills* - strategies for tutors, Further Education Curriculum Review & Development Unit, January, 1980.

[1] *The Weaver Report*: Report of the study group on the colleges of education, HMSO, 1966.

[2] *Government and conduct of establishments of further education*, DES, 14th April, 1970.

busy; while at national level the National Joint Council for Teachers in further education in England and Wales has been established and the "Silver Book", which codifies agreements reached, has been published. Much has also been done to secure the interests of part-time lecturers through the revision of pay scales and the agreement on associate lecturer status.

282. While college management has had to respond to numerous and diverse external pressures and changes one senses the growing potential for tension between colleges and their LEAs. The degree of independence established by Circular 7/70 was appropriate to a period in which resources and opportunities were expanding. Problems may arise however when constraints upon resources and demographic changes require LEAs to identify priorities and take an overall view of its provision Post-16, including that made as a result of sponsorship by the MSC. The grounds for such tensions are likely to increase rather than decrease in the immediate future, and place a premium on trust and goodwill between colleges and LEA officers.

283. As the change in the face of further education has accelerated, particularly during the past half decade there has been a growing concern as to the role of the Department of Education and Science in relation to the changes observed. The consultative paper issued in February, 1979 by the last Labour Government was entitled "16-18: The Education and Training of 16-18 Year Olds"[1]. Reference to training was dropped in the follow-up[2] issued by the present Government in the April of the same year as attention within the DES appeared to focus on issues related to falling school rolls and the organisational aspects of educational opportunities for 16-19s. Attempts to raise training issues during the Macfarlane Committee's review of educational provision for 16-19 year olds were frustrated on the grounds that although the supporting group of officials included representatives from the Department of Employment and the Manpower Services Commission neitner were represented on the Committee itself. In the absence of the promise of any additional resources its emphasis on full-cost funding of opportunities for the employed the DES consultative paper on Continuing Education[1] has made little impact, and although the recent White Paper on The New Training Initiative (Cmnd 8455) is presented by the Secretaries of State for Employment, Education and Science, and for Scotland and Wales respectively, it is difficult to discern the hand of the DES in the drafting. "16-18: The Education and Training of 16-18 Year Olds" and "A Better Start in Working Life"[2] clearly perceived the need to provide young people with:

> "encouragement to develop maturity, and especially independence of thought and action; self-reliance; an appreciation of social and moral values; of rights and duties; acceptance of adult responsibilities; the ability to play a constructive part in a family and in the community"

to help them acquire

> "the social and other skills needed in adult life" ("16-18: The Education and Training of 16-18 Year Olds")

and

> "To develop the personal skills needed at work and in adult life generally" ("A Better Start in Working Life")

284. By contrast the recent White Paper follows the narrower, though in many respects more acceptable, perspective of the MSC's consultative document[3] in which the transitional period of youth is viewed as one of transfer from school to work rather than the transition from adolescence to adult life, despite the fact that the MSC's senior officers involved are able to agree that the educational and training needs of young people relate to self and the community as well as the world of work. The White Paper's alternative to full-time education is "planned work experience combined with *work-related* (my italics) training and education", and although reference is made to personal development within the proposed

[1] 16-18: *The Education and Training of 16-18 Year Olds* - a consultative document, DES, February, 1979.
[2] *Providing Educational Opportunities for 16-18 Year Olds* - a consultative paper, DES, April, 1979.

[1] *Continuing Education:* Post Experience Vocational Provision for those in Employment, DES, 1980.
[2] *A Better Start in Working Life* - a consultative paper, DES, 1979.
[3] *A New Training Initiative - An Agenda for Action*, MSC, December 1981.

Youth Training Scheme it is located under the heading of *"occupationally relevant* (my italics) education and training". Similarly the consultative document on the "Open Tech" programme[1], to which the Secretary of State for Education and Science was a signatory, fails to recognise that the adaptability and flexibility in the labour force which is sought is as dependent upon the personal and more general development of people as it is upon the widening and enhancement of vocational skills. The withdrawal of the DES from the management of the Unified Vocational Preparation may also be evidenced as a further indication of a lack of commitment and involvement on the part of the DES. It is possible that the reality is somewhat different, but those at a distance from the action respond to the way things appear and it is regrettable that one of the changing features within further education in recent years has been the way in which the esteem with which Elizabeth House has been regarded has tended to be inversely proportional to the rate of activity at Selkirk House.

285. Responsibility for the growth in the influence of the MSC cannot properly be laid entirely at the door of Elizabeth House. The unwillingness of the local authorities to countenance specific grant has been a major factor in the situation. The present system of a general rate support grant provides no assurance to central government that resources will be employed in the manner assumed in the rate support grant calculations. The emphasis placed by local authorities on local discretion has resulted in successive governments ensuring that in the total field of education and training LEAs have had the opportunity to exercise discretion over a declining proportion of the total resources available.
The local authorities, particularly, the metropolitan districts, are now reviewing their position, but it is difficult to be optimistic about the outcome.

286. The direction and pace of change is a matter of relativities, and it is as well to place recent developments in a wider context. In outlining the principal features of further education in the second half of the 1950s the Crowther Report[1] identified twelve characteristics. The system was described as the "handmaiden of employment" concerned primarily with providing day-release courses for an apprenticeship system dominated by young males of widely ranging abilities from a small number of industrial sectors in which progression to craftsman status was a matter more of time serving than the attainment of agreed and measured levels of competency. Attention was drawn to the absence of a smooth transition from full-time education at school to part-time education, the obstacles to progress created by the "make or break" technical examination system, the inappropriate of evening-only study for 16-19s, and the fact that further education was normally provided by part-time non-graduate teachers without professional training. Indeed the only optimistic note struck by Crowther was the observation that sandwich courses had begun to develop. Although considerable progress has been made towards introducing the improvements recommended by Crowther there is much that has not changed greatly. The growing integration between the school and further education sectors and the development of full-time courses has been noted previously, and Crowther would no doubt derive satisfaction from the markedly greater contribution made by full-time professionally qualified teachers in further education. But there are a number of areas in which progress has been more limited. In 1980 males on full-time, sandwich and day-release non-advanced courses outnumbered females by almost 2 to 1, with males outnumbering females by 4 to 1 on day-release courses. The handicapped and the other and more recent disadvantaged group of potential students, young blacks, are also poorly represented in further education. Such as there remains of the apprentice system is an anachronism in terms of the needs of both individuals and economic activity in modern society, and it has taken fourteen years for the recommendation of the Donovan Commission to become an explicit aim of Government policy. While Crowther's long term aim of the transformation of a "varied collection of plans for vocational training into

[1] *An "Open Tech" Programme* - a consultative document, MSC, May, 1981.

[1] *The Crowther Report:* 15-18 Report of the Central Advisory Council for Education, HMSO, 1959.

a coherent national system of practical education" remains an aspiration. The identification of the principal trends in a decade of change at such close quarters is a hazardous task, and the result is inevitably personal. Distance may lend both enchantment and a perspective which will facilitate analysis. One suspects, however, that for all its changes the decade immediately past will be interpreted as a period in which new avenues were explored, new objectives were established, and new methods of curriculum delivery and assessment were introduced and tested. It is possible to identify some of the obstacles to the full exploitation of the new approaches which have been developed; particularly as they relate to their implications for initial and in-service teacher training, for the grading of courses system, and for the status of and financial support for both 16-19 and mature students; and one can begin to guess at the implications of the application of information technology. There remains the transformation of the elements identified and good practice established into a coherent system of further education and training. Despite the clear intentions of the Butler Act the realisation of a freely accessible, progressive and comprehensive range of educational opportunities for those over the age of 16 is the challenge of the 1980s.

9 Case Study (2)

Ashley Pollard

THE STARTING POINT – SEPTEMBER, 1972
FROM THE MIDDLE '70s
ORGANISATIONAL RESPONSES TO THE NEW FE
STRUCTURAL OUTCOMES – 1982

Case Study (2)

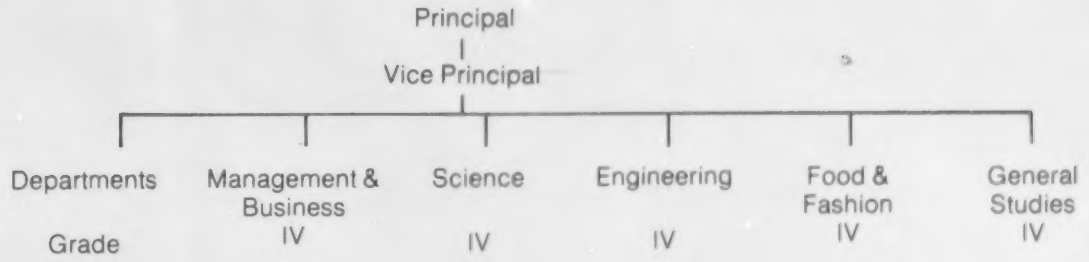
THE STARTING POINT – SEPTEMBER 1972

287. The local Authority had just undergone the traumas of local Government re-organisation* which were not in any way less in the education service than in other departments. Re-organisation brought together three LEAs.

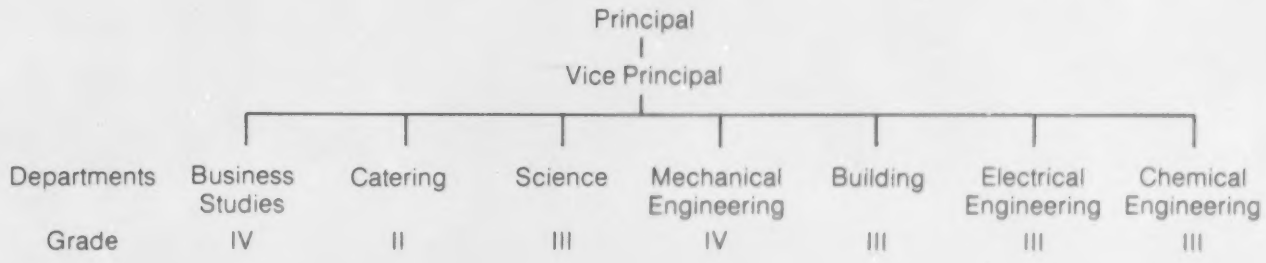
288. The further education services of the new authority acquired four institutions of further education and a series of detached evening institutes operating mainly non-vocational leisure courses but with some GCE and vocational (e.g. typing) courses for mature students, these were organised under part-time area Principals.

289. The colleges in the Authority comprised two colleges of technology of about equal size, one smaller college of further education and a small school of art. The management structure and organisation of these colleges is shown below:-

College A (Group 6)



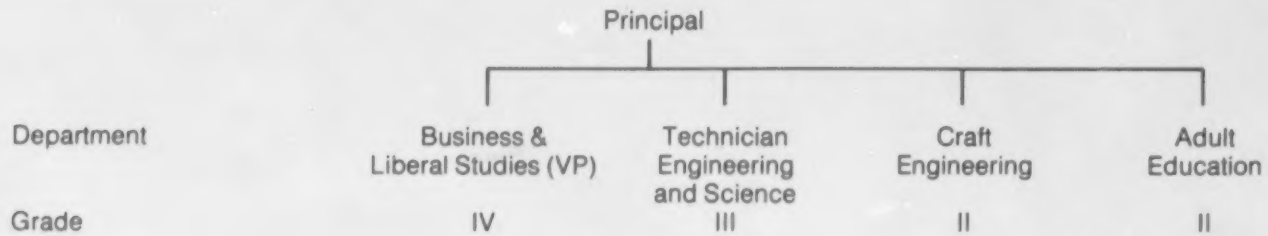
College B (Group 6)



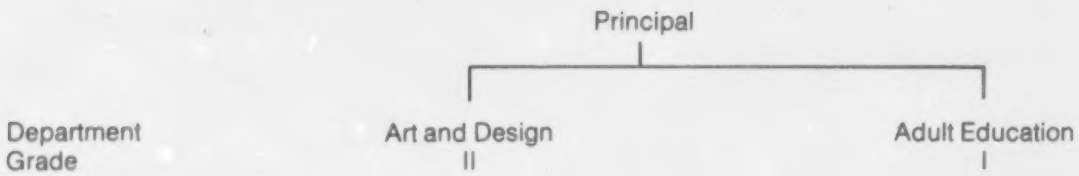
College /

* Midlands re-organisation preceding 1974 national boundary changes.

College C (Group 3)



College D School of Art (Group 2)



290. The author at this time was one of three deputy heads of department in a department of metallurgy and materials technology in an area of the country which housed a substantial part of the iron and steel industry, over 60% of the country's foundries and a large number of very small specialist suppliers of components for the automobile manufacturing industry.

291. Short time working had just started in the steel industry and it became apparent that any upgrading of steel production in the country would not require the metal production capability in this area, which had been established at the time of the industrial revolution to utilise long since worked out local iron and coal deposits.

Influences on the Further Education Institutions

292. In this section major influences and responses of the institutions and individuals involved will be examined.

293. The raising of the school leaving age had several effects on the education service. Two of the most significant were the sudden increase in demand on the resources of the schools in terms of space, teaching capability and curriculum, and the releasing of college resources which had been utilised for 15 year old school leavers (pre-apprentice and similar measures). These were combined with the acceptance that some form of vocational preparation was necessary for young people in their last year at school which in turn gave rise to an increase in 'link courses'. These courses, in theory, at least enabled youngsters in the final stages of their school careers to undertake work in areas more appropriate to their potential for employment than at that time widely available in schools. Catering rather than domestic science, mechanical and electrical engineering rather than metalwork, building maintenance rather than woodwork, business studies rather than commerce are examples.

294. This local authority, recognising that there

were unlikely to be many staff qualified to teach under schools regulations, who could offer expertise in the above areas, established a *Department of Link Studies* in one of its colleges in order to offer courses in a range of vocational activities that matched, at that time, the employment mix of the area. These were taught under FE regulations by lecturers with relevant industrial experience but without recognised teaching qualifications.

295. The department was unique in that all its students were drawn from schools and most were below school leaving age. It was a grade III department with, at its peak, 26 full time staff and was housed in a newly equipped annexe of the college.

296. Unfortunately a large proportion of the schools sector (whose teaching resource was not diminished when the department was established) did not fully recognise the potential of an integrated approach to link courses; rather they used them as an alternative to keeping their lowest ability, and often most disruptive, pupils in school. The inflexibility of the timetable frequently meant that if a young person wished to study, say electronics, in his fifth year at school on a link course basis he would not be able to undertake a 'full' O level course. There were, however, some happy exceptions in that joint courses were established where youngsters took O levels, CSEs, RSA and City and Guilds Foundation courses in Building Maintenance, Electronics, Typing and Office Practice, and Engineering on a fully integrated basis between school and college. However, these formed a small proportion of the department's work.

297. Despite the problems, suspicions and anxieties inherent in this area of work, two benefits were derived which have since provided a foundation on which non-traditional further education has been built. The flexibility of the FE service was proven both to itself and more importantly to other branches of the education service and that formal qualification and/or a traditional teacher training are not essential pre-requisites for a teacher to impart vocational skills.

298. But, more important, a new methodology of education and training for previously unmotivated, disenchanted and less able youngsters was slowly but surely developing. Informal contact between lecturing staff and educational managers and support staff was initially, and in many cases unknowingly moving towards experimental and reflective learning, 'Chalk-and-talk' unsuccessful for the previous ten years of the youngster's life was being phased out.

299. In my opinion, a case was being made (unconsciously at first) for groups of teachers to be organised in departments or sections with a range of the traditional skills (engineers, builders, caterers, typists etc.) but with a common interest in the less able, lower motivated student. This was a move away from the previous system where the traditional departments and their staff frequently took on a proportion of the low level non-traditional work, frequently under sufferance.

300. These new departments or units (Vocational Preparation, Basic Studies) have a resource base of their own and a mutually supportive and committed staff. Because of the vagaries of the Burnham salary structure no one would join them in order to progress to Senior or Principal Lectureship. Rather, Career "LIs" committed to the less able, deeply interested in the youngsters and their teaching programmes were recruited from industry rather than from the traditional sources.

301. Changes in the nature and requirements of school leavers and the increased accessibility up to the last year or so of courses in Universities, Polytechnics and Institutes of Higher Education combined to promote the growth of General Education departments in the colleges at the expense in many cases of the National Certificate and similar type of vocational course which had traditionally been the route to senior technical posts in industry. There was a tremendous increase in the number and range of GCE courses being offered in the colleges. Previously, repeat O level or part time A level courses had been the rule. Because of resource growth, both physical and in the shape of highly academically qualified staff being increasingly available in colleges (rather than in the wide-ability comprehensive school) structured GCE courses

were established in the college with a much wider range of available subjects.

302. Whereas technical colleges had always been able to offer GCE courses in technical and scientific subjects, there became increasingly available staff qualified in the social sciences, arts and humanities. They had been brought in to teach General and Liberal Studies on technical and commercial courses as these subjects became mandatory components of the courses. They were able to offer tuition in their own wide range of subjects at GCE O and A level which included psychology, sociology, economics, geology, computer studies, business studies and accounting. These subjects which frequently had the advantage of offering some tradeable skill which could lead to employment (as an alternative to entry to higher education) proved attractive to school pupils who had, perhaps, had their fill of traditional subjects at school. As a result the General Education departments of the colleges developed as entities rather than as disparate sections of other departments. In the early Seventies it was not uncommon for GCE work to be carried out in two or more departments in a college. Occasionally, in the worst cases, in such a way that a coherent course in the sciences and humanities was difficult, if not impossible, to arrange.

303. As colleges recognised the growth potential of this area of work they tended to organise into coherent, discrete sections or departments, perhaps drawing in some 'service' in specialised subjects from other departments but in many cases organising all the academic areas. They then moved towards offering a 'service' out in, for example, mathematics, science and communications despite the long held belief that only builders can teach building science, engineers, engineering calculations and business studies staff, business communications.

304. The more relaxed, flexible approach of the FE college was also considered by many students to be a better preparation for the newer institutions of higher education, even if the more formal structured sixth form approach of the schools was still more appropriate for the traditional university aspirant.

FROM THE MIDDLE '70s

305. The increase in unemployment, particularly in the 16-19 age group, had superimposed on it, by the common school leaving date, a cyclical nature. This was coupled with a national political sensitivity that required the FE service to respond to the emergent Youth Opportunities Programme. The response was directed and facilitated by direct funding for a specific purpose rather than through the general Rate Support Grant. The Manpower Services Commission, through two of its divisions: Training Services Division (TSD) and Special Programmes Division (SPD) approached colleges or the education authority directly in order to buy in training measures. TSD, whose officers had backgrounds predominantly in industrial training asked colleges to operate limited skill training courses either on the Short Training Course (12-13 weeks full time) or the Occupational Selection Course (4-5 weeks full time sampling followed by 12-13 weeks of limited skill training) models. These courses offered training for unemployed school leavers in a wide variety of activities from motor vehicle engineering to catering from basic engineering to child care, from business studies to gardening and from retailing to soft furnishing.

306. The Special Programmes Division of MSC, who developed a range of activities founded on the former Job Creation Programme, operated training workshops, community projects and work experience on employers premises (WEEP) schemes. It was, and still is obligatory that any person on an SPD scheme should be given day release if he or she wants it. However, it is not a mandatory part of the programme. Colleges were initially asked to provide for young people, on these schemes, day release programmes which were intended to teach 'life and social skills' which it was thought would not be acquired by the young people on the schemes. Their life and social skills programmes were devised in a hurry without adequate consultation with the colleges and with little or no thought to curriculum content. They experienced low take up rates, high drop out rates and extremely poor response from the young people. In my view the singling out of young people, who

happened to be unemployed, for tuition in social skills reinforced the view frequently held, at that time, that in some way the youngsters were inadequate and to blame for being unemployed. Eventually curriculum development groups, and FE teachers, in consultation with sponsors and the young people themselves, came up with more valid FE courses that are becoming more acceptable to the young people. Teaching methodologies developed through prior experience of dealing with unmotivated young people proved to be more appropriate and these courses together with TSD sponsored skill training courses tended, in my experience, to be more successfully operated by departments or units committed to YOP rather than when they were offered as 'timetable or workshop-fillers' in traditional departments. The fact that these courses were directly financed by MSC, has meant, with enlightened authorities at least, that resources in terms of staffing, premises, equipment and materials have been directed to the area of need. The case for establishing specialist departments of Vocational Preparation was thus reinforced.

ORGANISATIONAL RESPONSES TO THE NEW FE

307. In order to guarantee the flexibility of response, the efficient use of resources and the full integration of all measures for the young unemployed this local authority set up a quasi autonomous unit. This was staffed in part by suitable college staff seconded to the unit and recruits from the unemployment register. In the unit is offered the full range of activities possible under the Youth Opportunities Programme training courses; community projects and a training workshop in addition to some local authority financed measures for unemployed people outside the scope of YOP.

308. It is perhaps ironic that at the time youth unemployment was first beginning to take on a major social significance, people in employment and people who were by choice or by virtue of age not working, began to require FE to provide more non-vocational and leisure courses in areas such as catering, handicrafts, hobbies, care and home maintenance, keep fit and self presentation. In many authorities (and mine was no exception) this provision had been organised outside the FE colleges as well as inside. Anomalies existed where well equipped motor vehicle workshops in a college were unused after 5 o'clock and a group of sixteen or more adults struggled to do motor vehicle maintenance as a non-vocational course in a poorly equipped metalwork shop or in the playground of a local school. In order to make better use of resources and to give the paying customer a better deal, the authority put the responsibility for all adult education with the colleges, who responded by establishing or expanding departments of Adult Education.

309. Having established links with the community, the service perceived a need for measures other than non-vocational leisure courses for adults and it developed community based measures. These included full time courses in community care which as well as providing training for possible careers in the caring field imparted useful life skills in areas such as child care, care of the elderly, the handicapped and the sick. The next logical development was into courses for handicapped both in college and in institutions and this was extended into a full outreach facility. Remedial literacy and numeracy provision was then developed and the departments were appropriately retitled departments of Adult and Community Education to mirror FE's development as a community service.

310. Whilst the significant changes and expansions in non-traditional further education, outlined above, were taking place, the nature of the long established work of the service was being faced with major influences and pressures. Traditional local industries were in decline. The shipbuilding industry and its associated services were being decimated. Departments founded on the demand for training (in heavy section, fabrication and machining, high-power large-scale electrical devices, marine engineering, ships carpentry and plumbing, and all the satellite activities) found over a very short period of time that their traditional sources of students were drying up and many teaching skills and physical resources acquired over the previous decade and a half were no longer appropriate. The electrical

engineering departments moved towards instrumentation and control systems. The micro-processor following the 'chip revolution' became increasingly more significant. The traditional production plant and process engineering staff faced the biggest challenge and it is in this area that the reduction of staff has been the most dramatic. Ironically due to natural wastage or by retraining, it is easier to transfer the human resource from one area of work to another. The enormous financial investment in engineering and process plant in colleges is more difficult to realise and reallocate, and with local authority expenditure cut backs the burden of re-equipping is falling increasingly on outside funding (from, for example, MSC).

311. Traditional technological departments in my college have adopted or are adapting to an adult retraining role, but as new technologies in industry inevitably lead to lower employment potential the falling roles, in these the founder departments of FE, will be a permanent feature. This, I am afraid has not yet been accepted by all members of these departments who cling to hopes of an upturn in the economy.

312. Due to the decreasing number of students attending colleges actually being employed, and the steady decline in the traditional day release pattern, contact between college staff and employers, which had earlier been taken for granted, became less frequent. An extra burden to fall on college management was the need to ensure that industrial and commercial experience of college staff was kept up to date and that contracts with industry and commerce were initiated and maintained so that college teaching had up to date industrial and commercial relevance.

313. It became necessary to designate staff with non-teaching responsibilities for liaison with employers, the careers service, employment agencies and the voluntary sector. As more students were coming direct from the community, community liaison, a finger on the local pulse, was necessary. Departmental consultative committees had to be so constituted as to make sure that the interests of the unemployed or the yet-to-be employed were safeguarded.

314. As FE increasingly took over the sole responsibility for the training and personal development of its students, a task it had previously shared with employers, and as more students with learning problems and social as well as academic disadvantage came into its scope, FE had to acknowledge that it needed to provide an improved pastoral, guidance and counselling service for its clients.

315. Services had to cope with a range of problems from the mundane (grants, travel, accommodation, UCCA forms etc.) to the more sensitive where professional counselling is required (mental, personal, domestic, sexual, etc.) The response in many colleges was to create student counsellor or student welfare officers who could be full-time or appropriate lecturing staff on reduced contact. In a large college a senior post of Head of College Services was created to, along with other duties, oversee adequate counselling guidance and liaison services.

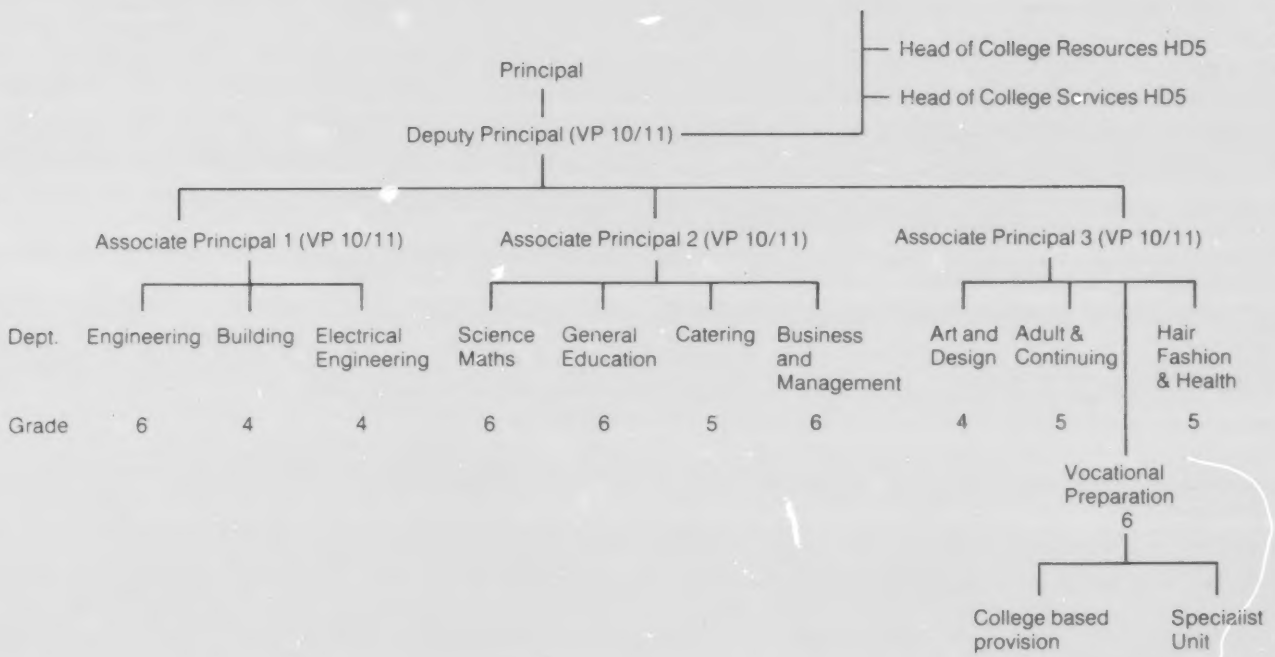
316. With the tightening of the screw on local government expenditure, FE was recognised as one of the big spenders, Principals often earning more than Chief Executives and Heads of Department more than Directors; in premises that cost more to operate than most others in many different parts of the local authority service. Various criteria were developed to assess the value for money of the service. Because of the increasingly early date of examinations on many courses, teachers were over a year carrying out less than 90% of their required contact hours. Formulae were developed to determine teaching staff establishments on the basis of actual student attendance instead of notional. Part-time staffing budgets were limited and closely controlled. Room utilisation and the need to maintain duplicate facilities which were not fully used in different parts of the college or different colleges in an authority were closely examined. Value for money in terms of examination pass rates was intensely scrutinised. Small group sizes and excessive options were queried. It became increasingly necessary for a specialist resources officer to monitor and evaluate efficiency. Such a post would be most effectively filled by someone with no departmental interests to

protect. As Principals and Vice-Principals became increasingly involved with personnel and academic policy, the need for a Head of Resources at a level senior enough to talk to heads of department became apparent. The establishment of such a post could not be justified in a small college where the allocation of a large financial resource to the salary of the post would not be economically feasible, but in a large college it could be argued that the improved efficiency resulting from such an appointment could defray expenditure.

STRUCTURAL OUTCOMES

317. Having considered the factors outlined above together with many other social, economic and political factors, the Authority set up a working party of Principals, teaching staff, authority officers and elected members to recommend a new structure for further education. It had previously amalgamated the small college of FE with one of the colleges of technology or the retirement of the Principal, so it was left with two colleges of technology and a school of art – all with a combined teaching staff approaching 500; operating over three main sites and several smaller annexes. In addition there was a specialist unit for the young unemployed operating in its own premises a range of courses together with various other non FE activities for the young unemployed. Several heads of department, together with one Principal had indicated that they were prepared to take premature retirement. The area was

STRUCTURE OF NEW COLLEGE (GROUP 10 OR 11) SEPTEMBER 1982



Each of the Associate Principals has an overall responsibility for the management of one of the main sites of the college and the head of Vocational Preparation has overall responsibility for the specialist unit outside the college.

fairly closely populated and the maximum distance between college sites was eleven miles.

318. College B and College C, as previously explained, had already undergone an amalgamation. It had grouped its 9 departments into 3 faculties and had in fact made two senior appointments (HD5) as Head of Resources and Head of Student Services.

319. It was decided to go ahead with a complete amalgamation and the following structure resulted.

320. It can be seen from this chart that the overall number of senior posts has been reduced to 18 from the 25 in the original four college system. The new college has departments and senior posts that reflect some of the forces and reactions discussed in previous sections.

321. The two senior non-departmental posts reflected the acknowledged need for a greater awareness of the management of finite resources in a contracting resource pool and the additional loads placed on colleges as they shouldered more of the training and education load. The departments reflected the changing face of FE in that a department of Vocational Preparation has been established to prepare for NTI under the leadership of the author. A department of Adult and Continuing Education recognises the need for provision at ages and in groups previously outside the normal FE client group. The department of Science and Maths has access to a large main frame computer and is extensively involved with micro computing. The size of the departments of Catering, Business Management and Hair Fashion and Health reflect the growth in the service industries. The large General Education department recognises the increased involvement of FE in areas that were previously the province of the school.

10 The Changing Face of FE

David Parkes

THE CHARACTER OF FE

PHILOSOPHY AND VALUES

THE EDUCATION CONTEXT

THE INTERNAL ORGANISATION OF THE COLLEGE

RELATIONSHIP TO OTHER SECTORS

COMPARATIVE CONTEXT

The Changing Face of FE

THE CHARACTER OF FE – David Parkes

322. Despite the White Paper "Better Opportunities in Technical Education" 1961[1], the two decades '60s and '70s, have seen:

a) training initiatives separated from FE, through the training boards post 1964 and through MSC initiatives in the '70s and
b) the concentration of effort and attention, on higher rather than further education, from Robbins (1963)[2] the Polytechnics, (Woolwich Speech 1965)[3], the Framework for Expansion (1972)[4].

It is only in the late '70s that attention has swung to FE and here again as reaction to curriculum initiatives from outside the DES and the colleges, that is the Department of Employment and MSC.

323. FE has its own myths: the myth of the practical man; the myth of the remedy to the mistakes of the schools; responsiveness to industry, commerce and community; a response to needs otherwise unmet by the education system; flexible, adaptive, hard-headed.

324. It is, however, a small sector: for 16-19 year olds it has, in the '70s met the needs of only a sixth of the age cohort. In FTE terms a national "tertiary" system would be dominated by the schools on a 2 to 1 basis. Schools and FE together over the decade have had contact with only just over a third of that age band. FE teachers, despite the surge of graduates in the '60s and '70s had less than 50 per cent of their staff with degrees and less than 50 per cent with teacher qualifications. The colleges lean for the most part, on an internal departmental organisational form, inherited from an evening class tradition.

325. Beryl Pratley's Report, April, 1980, "Signposts" a map of 16-19 educational provision (FEU) sets out comprehensively the dilemmas of fragmentation: "piecemeal and retrospective course design", "169 pages listing the courses in FE establishments leading to work", "The implementation of TEC by lecturers without teacher training", "Feverish activity taking place all over the country", "70 professional bodies who award qualifications". Pratley reinforces the view that with the ITBs' responsibilities for education and training at post school level provision tended to focus on the more able and on industries' needs: a reactive rather than proactive response from FE colleges traditionally associated with a minority of the middle ability range of the 16-19s.

326. We had then in the '70s an FE service in a complex environment: growing at the margins of a traditional response to middle level industrial and commercial and community needs: rationalising its technician provision (howbeit reluctantly) and caught by resource and developmental constraints, with unreliable or inadequate manpower and forward planning. The resource constraints expressed themselves through the decade in terms of staffing norms which, attempting to maximise lecturer class contact and class size and minimise class contact (teaching) have had negative impacts on manoeuvrability for new teaching methods. One response has been the hesitant move to individual learning centred systems, "Flexistudy" etc. which during the '70s have been no more than marginally implemented and are still dubiously costed and evaluated.

327. The great distinction between FE and other educational sectors is that at the core of an FE college exists the course rather than the subject. The organisation of the college reflects the complexity of resourcing courses. From the vantage point of an L1 or L2 the course sits in a department which is his other home: the course is the students point of reference: the complexity of course tutors, subject teachers, departmental heads, assistant principals (academic – staffing – administration) the CAO all take a different focus from where one sits. The course may seem a simple package viewed from a written syllabus in a prospectus but put together the 169 pages of those leading to qualification – then servicing the student with subject specialists, equipment, counselling, evaluation, leads on to an organisational complexity otherwise unknown in the Western world.

[1] *Better Opportunities in Technical Education*, HMSO, 1961.
[2] *Report of the Committee on Higher Education*, HMSO, 1963.
[3] *Crosland, A. Speech by the Secretary of State for Education and Science at Woolwich Polytechnic*, 1965.
[4] *Education: a framework for expansion*, HMSO, 1972.

PHILOSOPHY AND VALUES

328. From what "value" standpoint can one perceive English FE? In what, if any way, does it reflect society at large? Its evolution, from mechanics' institutes on, reflects an administrative mode of providing for training needs elsewhere unmet; its incremental growth reflects no central thrust, no coherent policy. Its diffusion, its incapacity to become "a development force" reflects that diffusion, lack of integration and co-ordination in the UK as a country. Corelli Barnett quotes Cobden[1] and the Royal Commission on Technical Education (1884) to reinforce his view that compared with Europe (centralised) and North America (decentralised), "our only chance of national prosperity lies in the timely remodelling of our system, so as to put it as nearly as possible on an equality with the improved management of the Americans". Matthew Arnold in 1869 pointed out a rooted dislike in the UK for organisation and coherence. "We are left with nothing but our system of checks".

329. So, coming forward a century, the two criticisms still applied to the FE Colleges of the 1970s. We did not have the corporate identity of American colleges accompanied by a higher level of independence, a higher level of accountability, less tenure and more appraisal. Likewise we did not have the servicing station approach of the French: curriculum, resourcing and staffing decisions taken by highly trained administrators outside the institutions. We sat in the middle, weighed down with middle managers – entrepreneurial or otherwise: our institutions complex because of the delegation of curriculum freedoms; shallowly independent; each level of independence checked by another – course tutor, head of department, dean, vice-principal, principal, LEAs adviser and administrator, HMI, DES – a system allowing financial and growth checks as each college acquires an identity and ethos apparently in tune with a minority set of needs in its locality. The locality being, in its turn, difficult to define since it represents British Industry: its tradition of self training, on the job, rather than a co-ordinated systematic system of training (like for example the German). What the FE colleges have provided, till now, is support for the small demand in the UK for the services of those well-trained on the theoretical and practical sides of the industrial operation.

330. However, through the decade we have gradually placed an obligation on our colleges to define their objectives: through local authority, governing body and academic board. The value system of an FE college should reflect:

relevance to local needs
participation by the academic community in defining them
accountability to the local authority
accountability to the examining and professional bodies
accountability to students and employers and parents.

331. Occasionally it is possible to discover a college and its department where objectives are written down, occasionally attempts are made to evaluate outcomes, especially at course level. Rarely, however, are staff systematically appraised, institutions or their principals evaluated.

332. In the early 1970s the prime purpose of an FE college was to grow, in the late 1970s to, perhaps, survive.

333. Of course, colleges are adaptive; they do reflect a service. They do not represent a social/educational ideal like the comprehensive school: they have not been, until recently, the subject of political interface. However complex in internal structure they have provided an overspill for the schools, a second chance for the young, and less young adult; they have mediated between industry and the community. It is not their fault that the UK has had the lowest percentage of the 16-19 age cohort undertaking further education and training in the EC. It is not their fault that in the last two decades the thrust of capital investment and the drive for status has been in the HE sector.

334. The colleges do straddle the vocational/non-vocational divide. It is not their fault that the 1964

[1] *FE and the development of an industrial society*: Coombe Lodge Report, Vol. 8, No. 14, 1976.

Industrial Training Act divided training and education arbitrarily and pushed the DES controlled institutions into a subservient role. They have seized, with reluctance, innovation in curricula, assessment methods and responsibility for awards provided by BEC and TEC.

THE EDUCATION CONTEXT

335. The United Kingdom has three systems of education: one for England and Wales, one for Northern Ireland and one for Scotland. I shall concentrate on the system of England and Wales which is possibly the most difficult to comprehend of all the systems within the European Economic Community.

336. It is a highly devolved system which trades a certain amount of political stability for an enormous lack of co-ordination. In very simple terms, the balance of powers among central government, local government and institutions is distributed in such a way as to give considerable powers of decision to the 105 local authorities in the English and Welsh system. The significant feature of the English system is that it gives considerable managerial control of internal organisation, staffing and curriculum to the school or college.

337. Basically, central government prepares legislation and advises ministers. It approves the establishment of schools and colleges and changes in the main structure. It maintains records, collects and spreads information, promotes new school and college design, recognises teachers' qualifications, and inspects schools and colleges. It does *not* own schools, pay teachers, determine the curriculum, syllabus and methods of teaching or publish textbooks, set or mark examinations. The functions of the 105 local authorities include the planning, organisation and development of primary, secondary, further and higher education. Local authorities provide schools, colleges and equipment. They employ teachers and administrative staff and they may also provide in-service training. The local authority does not impose the curriculum, syllabuses, methods, teaching materials or examinations.

338. At the institutional level – in conjunction with the local education authority – the heads and principals decide on the curriculum, syllabus, materials and equipment used. Heads and teachers are responsible for the internal organisation of the school. This includes considerable say over staff appointments (although it is the local authority which appoints staff), for the timetable, for the choice of examining bodies, and for teaching methods.

339. There is a continuing dialogue among local authority politicians and officials and colleges over where the exact balance of power lies on certain decisions. However, one would emphasise that the formulation and the implementation of policy is as significant a feature within the school or college as within the local authority. Principals of further education colleges are managers who handle large budgets and large resources. But within the interaction between local authorities and principals, and between principals and staff of the college, there is always the difficult question: who decides what at the level of the institution? We run numerous conferences at Coombe Lodge for different levels of staff. When we run conferences for local education officers they are clear who is responsible, for principals they are clear, when we run conferences for politicians they are equally clear and when we run conferences for junior staff they too are clear. The lack of clarity is therefore clear.

340. The figure below illustrates the point. It shows some of the constraints – local authority, government, parental, educational, political – that bear down on an institution and its head in a decision-making context. It includes the problems of dealing with non-teaching staff, with parents, with government policy, with the unions, with other principals, with health and safety at work, and even with some of the implications of the Common Market. Then we have another range of pressures on the principal: local politicians, problems of curriculum development for which they are responsible, regulations, the intervention of governing body or committee, educational reports and the reports of external bodies such as the FEU. When one puts these together one can identify the complexity within which the process of policy making lies.

341. In fact:

The English educational system is not so much co-ordinated from central government as held together by what Gordon Wheeler, the Director of Coombe Lodge, calls "Sentinels" – totem poles around which the only relatively autonomous local authorities and institutions have to arrange themselves: for example, the examining and validating bodies. These have to be taken into account as policy influencing agents. The list is similar to that shown below.

342. The educational institutions themselves have significant freedoms concerned with curriculum, staffing and organisational matters. Local Authorities can only exercise relative influence and partial control.

343. Since local authority reorganisation in 1974, local politicians – who actually have the responsibility

for broad policy determination – have been increasingly unwilling to be over-influenced by their own officers.

THE INTERNAL ORGANISATION OF THE COLLEGE

344. Assuming the shallow freedoms of the FE College within the constraints of its external environment, particularly the LEA – then there is some internal control over resources, curriculum and staffing. College organisation in the '70s has had a number of building bricks conventionally constructed around government, management and administration. These have had to be attached to academic structure.

345. Circular 7/70[1] presented a number of problems:

The division between A, B and C type colleges produced a distinction based on levels of work between boards which are subject to the governors and those which are only advisory to the Principal. The feeling existed among college staff that the latter had no real effective power. Principals, however, believed that faced with the formalised united disagreement of a body of staff – the governors would have to act as referee whether the board was legislative or advisory.

346. Other distinctions were and still are among policy: formulation, determination and implementation. The academic board is concerned with the first two but implementation is a function of internal management and essentially that of the Principal and Heads of Department, hence their ex officio presence on the Board.

347. The issue hinges on a concept of the separation of powers – the academic board is concerned with government, i.e. policy determination – the executive arm of the college is concerned with management, i.e. implementation. The governing body may be primarily seen to have a reserve or monitoring role – to step in when things go wrong – hence a legislative, executive judicial separation.

There may therefore be an emphasis on the academic board as the effective governing body of the college – the constituted governing body not being there to govern but to see that the college is governed properly. In a sense the academic board is also serving a PR function – both political representation and public relations. The elective process absorbs and institutionalises conflict and at the same time acts as a vehicle for communication.

348. Democracy implies politics with a small "p". Democracy is a means of coming to decisions via a formalised meeting and evaluating of differing viewpoints. It also means conflict, lobbying, debate and time. The implications of a package of the kind that Circular 7/70 represented posited the need for an interesting range of political, committee and organisational skills from top management. It posed the question of what different skills and style were required from Principals, (if any), after than before 1970? The package also changed the nature of accountability and responsibility. Can a committee be accountable for its decisions? With "consultation" – where the consulter takes advice but is left with the final decision – accountability remains with the Principal. Participation implies a group decision without the use of a unilateral veto. Where then does accountability lie?

349. Top managements' position of authority, the ability to command people to do things from a hierarchical position was shifted towards power – the ability to get things done. Given that post 7/70 the college had more control over its overall destiny than before then a Principal may have lost some of his authority but gained more power. The complexity of the package required a secretariat to make it work. What one has perceived is the growth of the academic registry which is somewhat akin to a cuckoo in the nest. It sits uneasily with the administration and in some colleges the structure has moved to having an Assistant Principal (administration) rather than an academic registrar. The college secretariat, however formulated, will have power.

350. One might gain the positive advantages of a formal structure determining academic objectives

[1] *Government and conduct of establishments of further education*, DES. 1970.

combine the harnessing of commitment and motivation through participation and the release into the top counsels of a college of grass roots expertise. There is little doubt that the expenditure of organisational energy necessary to make an academic board and its infrastructure operate effectively was large and the whole operation complex. The fulfilment of shared decision-making criteria was at the price of having to work a very sophisticated machinery. It was even more sophisticated if colleges were having, simultaneously, to change educational identity, amalgamate and participate. The complexity was more evident in a large college doing a range of higher level work but most small, lower level colleges will not have escaped the problems since they had the same basic governmental form. In the end one has to say that it is difficult to determine whether a participative structure was more efficient or effective than any alternative but given its imposition it was necessary to grapple with the issues outlined above.

351. The Principal as chief executive was and is responsible for the internal organisation and management of the college and therefore has a capacity for manoeuvre consequent on both authority and power. He is left, however, with the dilemma of responsibility for the academic organisation: in essence only three major organisational options have been open:

(1) Federal; some variation of courses organised in department, faculty or school – a subdivision of the whole.

(2) Matrix; a splitting into responsibilities for what the students do and what the staff do, i.e. attend courses in the first case and teach subjects in the second.

(3) Some variation of the matrix in preferring credit or modular based options from which the students construct their own course. Whichever, the whole needs to be serviced by a strong administration – offering support for registration, records, committees, resource allocation etc. Each academic model has its proponents and examples. Heads of Departments in these circumstances now come under increasing stress as (a) They have to justify themselves before internal committees; (b) They have to contend with an increasing multi-disciplinary and service based course structure; (c) They are perceived by the Principal as a blockage to the increasing role of the "functional" staff – those introducing new courses via agencies such as MSC. The '70s therefore have seen an increasing pressure on the middle management of the college: It is indeed a diffuse system that surrounds the question: Who decides what at the level of the institution? Staff development is the other side of the coin of curriculum development and serves as a good example.

352. One assumes that staff development presents an interaction among five forces: personal needs and professional aspirations of the individual; institutional objectives; local authority/central government policy and provision; numbers of providers of courses, conferences, consultancies and publications. Finally, attempts are made to bring the first four categories into harmony by professionals appointed to act as counsellors and guides on the confused terrain: professional tutors, vice-principals, LEA advisers, HMIs etc.

353. A great deal of activity is present in the English system. However, the mechanisms are unclear, partly because of the diffuse nature of that system. Further education colleges are unwieldy conglomerates with complex managerial and governmental structures within quasi-autonomous local authorities: barely co-ordinated by central government. Indeed, staff development at institutional level seems almost to have been an English disease; having "self-inflicted" the wounds of institutional separateness and managerial delegation – we have required remedial provision to offset some of the demonstrable damage. We have needed to medicate the complexity surrounding the issue of "Who decides what at the level of the institution?".

RELATIONSHIP TO OTHER SECTORS

354. FE has developed within a broad educational context. It now stands with a proliferation of institutions which, at one end, overlap school provision and at the other, university. Some colleges run from one end of the spectrum to the other. A

whole series of reports culminating in Macfarlane[1] (1980) have examined the question of rationalisation and raised the following questions:

1. What are the main influences on participation in the 16-18 education, and how are levels of participation likely to develop?
2. What range of educational opportunities should realistically be offered?
3. Should the 16-18s preferably be educated together with each other or with younger children and older students?
4. Should the boundary between school and FE be shifted, if so in what way?
5. In which circumstances may tertiary colleges and sixth form colleges be the best institutional set-up and what particular liaison arrangements do they require for success?
6. What should be done about small sixth forms? If a solution is to be sought through collaborative arrangements what is entailed?
7. Should the legislative framework for 16-18 be changed? If so, how?
8. What local or national steps are needed to promote collaboration by removing obstacles to the mobility of teachers? What else needs to be done to promote collaboration by central government, teacher associations and so on? What machinery should LEAs establish to promote collaboration and joint planning in 16-18 education?

355. Macfarlane fails to resolve the conundrums in any positive way: "It should be possible for each and every young person to aspire to continued study on successful completion of the current phase whether that be general or vocational in character, full-time or part-time, undertaken at end or in later life and in a form variously described as post-experience, adult or continuing education. It would not seem helpful to create separate regulations for 16-19 education at least at this stage. We judge that despite their differences these sets of regulations are not really in conflict with each other but many diverge and that each deals with much wider provision which overlaps for the 16-19 age range."

356. Eric Dyke (1980) Coombe Lodge IBN 1469[1] sets out the problems and suggested solutions coherently:

357. Policy issues obscured by the phrase the 16-19 problem include:

(a) The needs of the most able students.
(b) The pace of technological change and its implications.
(c) Understanding and meeting the expectations of employers.
(d) The special needs of: the unemployed, the handicapped, ethnic minorities and the educationally disadvantaged.

358. Other issues which illustrate the complexity of the solution confronting those grappling with a review of policy include:

(a) unemployment amongst young people and steps taken by the Manpower Services Commission
(b) the acceptance of the importance of vocational as well as academic and general education, indeed the resolution that courses with a vocational component should be available to all students in the 16-19 age range
(c) the fact that most people in the 16-19 age range need to receive education and training.

Opposition within institutions

359. Schools and colleges tended to pursue narrow selfish educational ends. What we have we hold onto – and to take the view that the interests of the institutions as well as the needs of the young people can best be served within existing structures.

360. Rivalry exists between school and college as well as between school and school and the FE college.

361. There are genuine differences between

[1] *Education for 16-19 year olds*, HMSO, 1980.

[1] *Dyke, E. Information Bank Paper 1469. Coombe Lodge, 1980.*

school and college perception of the most valuable experience for 16-19 year olds.

362. The assumed effect of no sixth form on quality of teaching 11-16 year olds.

363. Many LEAs report pressure on FE college accommodation is preventing the expansion of FE provision.

364. Sixth form colleges are successful educational institutions but the curriculum at present is limited mainly to those subjects that can be offered under DES school regulations. Sixth form colleges tend to perpetuate the division at 16 between the academic and vocational.

365. Carrying out a rationalisation of courses and/or concentration of provision in fewer installations can be adversely affected and made more difficult by some or all of the following:

(a) Conditions of service and the salary scales for teaching staff.
(b) Middle school systems with 13+ as age of transfer.
(c) The attitude of avid schools.
(d) Distance between schools and colleges.
(e) Difficulties in achieving common timetables.
(f) Fears of loss of jobs or status.

Other considerations

366. Apart from students of higher academic ability there will be students with a mixture of motivations.

(a) A desire to continue a broad based general education with a vocational bias.
(b) A desire to defer vocational choice for another year.
(c) A feeling that a further year of full-time education would enhance opportunities in the range and levels of jobs available.
(d) A desire to commence vocational education.
(e) A desire to postpone entry to the employment market for the time being.
(f) A wish to avoid the local unemployment situation.

367. The basic questions would appear to be:

(a) Should institutions, schools and colleges which serve the 16-19 year olds be allowed free rein within the examination requirements to make provisions they see fit, particularly given the delay in a 17+ examination.
(b) Should there be a measure of co-ordination in institutions required to work together?
(c) More radically, should there be a concentration of all post 16 education into a comprehensive tertiary college institution?

368. The need may be for nothing less than a new administrative and legal framework but sweeping policy reform which overrides existing practice and group interests is very un-British and almost unacceptable politically although it is probably the only way of changing the existing fragmented, confused, competing picture of educational provision for 16-19 year olds. What one needs are long-term national objectives and short-term national guidelines.

COMPARATIVE CONTEXT

369. Beryl Pratley in "Signposts"[1] concluded:

"In the tangle of pre-employment courses there have been moves to produce at least a common curriculum core and this may help to simplify the pattern of provision in this area. Curriculum development in FE has, like course design, always been rather piecemeal and retrospective, with FE it tends to supply what its clients ask for. There may be a need for strengthening of its predictive capacities so that FE is ready for changes and can respond quickly and effectively to them producing students who are ready for new opportunities. The FEU Unit though small has shown itself to be a logical base for the generation of curriculum activity in FE although if it is really effective the Unit would need to expand considerably. At the moment there is a great deal of wasted effort in FE with lecturers simultaneously inventing the wheel in many parts of the country and some focus for the idea of the exchange of ideas on

[1] Pratley, Beryl. *Signposts*, Further Education Curriculum Review & Development Unit, 1980.

the national regional basis is obviously badly needed."

370. One takes pre-employment courses because vocational preparation has become the substantial new challenge for FE. One could not be confident from all that has been written above that FE has the capacity to cope with a range of students and needs largely (but not wholly) outside its experience. The UK is not unique: the following problems can equally be identified in the other European Community countries (source: Craft Apprenticeships in Europe, Parkes, D.L., Coombe Lodge, 1979).

371. (1) Despite efforts of co-ordination and the allocation of government resources – training takes place in a loose grouping of institutions and bodies, many of which are geared towards multiple and divergent objectives.
(2) Member countries are orientated towards the adjustment rather than the fundamental revision of their training systems.
(3) Priority is given in all member states to the training of young persons.
(4) There is a recognition of the problem of the general education content of vocational training and the vocational content of general education.
(5) Some countries have identified the problem of the provision of recurrent education within the framework of the labour market.

372. In some countries (France, Belgium, Germany – for example) apprenticeship is an important and, indeed, necessary stage prior to technician or higher training. The integration of apprenticeship and higher training, however, has been more difficult in the UK with, in particular, a resistance to adult apprenticeships, associated with the involvement of trades unions in apprenticeship administration.

373. Most countries have, by legislation or influence, "related instruction", away from the enterprise. Apprenticeship training has been increasingly modified to correspond more closely with employee and longer term employment needs than with those of the immediate employer. Government intervention becomes a factor, particularly when there is conflict of interest among the participants. Such structural modifications are most frequently:

(1) Delay in specialisation by introducing:
  (a) Skill groups or clusters,
  (b) Broad introductory year,
  (c) Modular structures of training.
(2) Standard off the job training.
(3) Reduction of the apprenticeship period.
(4) Revision of syllabus and improved instructor training.
(5) Government intervention for special purposes, e.g. for:
  (a) Low academic achievers.
  (b) Minority groups such as the handicapped.
  (c) Women.

374. All this is part of a process whereby apprenticeship becomes less a separate system and more a part of a larger integrated national training programme. This includes specifics such as vocational education in public education institutions, non-apprenticeship training by employers, and government training programmes. More important is the way in which this integration is seen as part of the process of continuing or permanent education/training throughout a lifetime.

375. Co-ordination here becomes an important factor. In terms of financial control, collective financing is via selective or universal taxation, dependent on whether an employer, himself, trains or not. There are inspectorial systems to maintain standards. One important consideration is that if apprenticeship dies away, public sector vocational training would cost more. Co-ordination is also important in terms of the large number of bodies involved in the administration of apprenticeship. Central government may be involved through the Ministry of Education, of Labour, or both. Quasi-public bodies are established which operate at national or regional level. The diffuseness of the English model lends itself to some criticism,

particularly as one third of the 16-19 age group in the '70s had no contact with educational or training bodies.

376. The future of apprenticeships, from country to country, is not clear. What does seem significant is that its structure and contribution, both to manpower needs and individual development, is in the process of evaluation in major Western countries.

377. "Keohane"[1] and the FEU's "A Basis for Choice" (1979)[2] and "Vocational Preparation" (1981)[3] may be the basis for a restructuring, fundamental in direction, coherence and co-ordination were the system able to react in a structured way. Were indeed the recommendations of a recent study *[(Measures to deal with Youth Employment in the FRG) Studies in Vocational Education and Training in the FRG I. Coombe Lodge, 1981. Eds Russell, T.J. and Parkes, D.L.]* actually followed:

378. That the national agencies for education and training be supervised and planned and co-ordinated by one national ministry, i.e. Department of Education and Training (DET).

379. That the scheme of allowances for YOP and unemployment be re-ordered to ensure motivation.

380. That a co-ordinated national scheme for pre-vocational (general) specific vocational and specialist vocational courses be designed in detail by the national agency to undertake the task, having due concern for existing agencies, local problems and new industries.

381. Plans for inter agency development at local, national and regional level, ie. TUC, CBI, Careers, FE, MSC, for the new training initiatives.

382. Improvement and expansion of Careers and Counselling services.

383. Development of national standards of vocational training and education, together with the systems necessary to monitor adequately and enforce these standards in both statutory and voluntary agencies.

384. Exploration of the possibilities of utilising the existing work experience schemes as mechanisms for vocational training and education acceptable as valid experimental qualification for further training.

How far along this road will NTI[1] and the proposed Certificate in Pre-Vocational Education (CPVE)[2] take us?

[1] Keohane: *Proposals for a Certificate of Extended Education*, HMSO, 1979.
[2] A Basis for Choice: *Report of a study group on post-16 pre-employment courses*, FEU, 1979.
[3] *Vocational Preparation*, Further Education Curriculum Review & Development Unit, January, 1981.

[1] *A New Training Initiative*, MSC, 1981.
[2] Draft of the proposals for a *Certificate in Pre-Vocational Education* for full-time education, DES, May 1982.

11 Who's Who, What's What

Who's Who, What's What

WHO'S WHO, WHAT'S WHAT (from A Handbook for College Governors, Coombe Lodge Report, Volume 11, No. 10, 1978)

AAI	Association of Art Institutions.
ACC	Association of County Councils. The education committees of ACC and AMA form CLEA. CLEA's only powers are those delegated to them by ACC and AMA.
ACFHE	Association of Colleges for Further and Higher Education.
ACRA	Association of College Registrars and Administrators.
ACSTT	Advisory Council for the Supply and Training of Teachers.
AFE	Advanced further education; more or less synonymous with HE, except that HE may include universities and AFE is specifically that of the LEA sector.
AM	Administrative Memorandum. A communication on administrative matters from DES to local education authorities; guidance not instruction.
AMA	Association of Metropolitan Authorities (see ACC).
APC	Association of Principals of Colleges.
APT	Association of Polytechnic Teachers.
ATCDE	Association of Teachers in Colleges and Departments of Education. Amalgamated with ATTI to form the National Association of Teachers in Further and Higher Education (NATFHE).
ATTI	Association of Teachers in Technical Institutions (see NATFHE).
AUT	Association of University Teachers.
BACIE	British Association for Commercial and Industrial Education.
BEC	Business Education Council. Charged with providing courses and certification for business studies at non-degree level in England, Wales and Northern Ireland. It was established in 1974 and its first courses started in September, 1978. No student started on courses leading to superseded awards (e.g. COS, OND, HNC) after June, 1979.
BEMAS	British Education Management and Administration Society.
CACC	Council for the Accreditation of Correspondence Colleges. Independent body established in 1939 with encouragement of DES (which nominates chairman and five members) to establish standards for correspondence college to accredit suitable colleges and to protect the interests of colleges and students.
CAO	Chief administrative officer, a position which has been established in polytechnics and some other colleges with their increased independence of administration.
CAT	College of Advanced Technology. Ten CATs were established after the White Paper 1956 to concentrate on full time advanced work. They were granted university status in 1966.
CBI	Confederation of British Industry.

CDP	Committee of Directors of Polytechnics.
CEI	Council of Engineering Institutions. Federal body for 15 chartered engineering institutions; established by Royal Charter in 1965; sets standards for award of Chartered Engineer (C.Eng.) and professional engineering qualifications through recognition of other awards and its own exams (plus relevant experience in industry).
CENTRAL INSTITUTIONS	In Scotland, independent technical colleges financed by the Scottish Education Department.
CGLI	The City and Guilds of London Institute offers certificates for studies, mainly part-time and mainly at crafts and operative level.
CIRCULARS	Communications of guidance from DES, SED and Welsh Office to local education authorities. The number after the / refers to the year of publication. Circular 7/70 The DES's guidance on the form and wording of instruments and articles of government for FE colleges established according to the Education (No. 2) Act 1968; entitled *Government and conduct of establishments of further education.* Circular 7/73 The announcement of the processes and criteria for the reorganisation of the colleges of education (following the White Paper 1972); entitled *Development of higher education in the non-university sector.* Circular Letters A less formal and public means of communication from the DES than are Circulars. They are designated FECL (Further Education Circular Letter).
CITB	Construction Industry Training Board.
CLEA	Council of Local Education Authorities (see Association of County Councils).
CNAA	Council for National Academic Awards. Degree-awarding body for colleges other than universities; established in 1964 by Royal Charter; superseded the National Council for Technological Awards.
CORPORATE MANAGEMENT	Local authority chief officers working as a team under a chief executive, rather than as separate pinnacles of their own services.
COSLA	Convention of Scottish Local Authorities (equivalent to AMA/ACC in England).
CSE	Certificate of Secondary Education.
CTC	Central Trading Council (for industrial training boards), superseded by the Manpower Services Commission.
COLLEGE OF EDUCATION	Teacher training institution; some run by LEAs, some by voluntary bodies – administered as separate sector until Circular 7/73 and the issue of the Further Education Regulations, 1975 which brought them into FE sector; most colleges then merged into colleges of higher education or otherwise diversified into offering degrees, other professional courses and Diplomas of Higher Education, and only a few remained entirely teacher training.

COOMBE LODGE	The Further Education Staff College. Established in 1960 with the principal objective of improving the efficiency of further education establishments. The college organises study conferences at which senior personnel in education, industry and government discuss and analyse developments in further education and make recommendations for action and enquiry. Situated at Coombe Lodge, Blagdon, Bristol.
COUNCIL FOR ACADEMIC FREEDOM AND DEMOCRACY	Organisation associated with National Council for Civil Liberties which has investigated disputes and injustices in universities and colleges.
DE	Department of Employment.
DELANY REPORT	Misnomer for recommendations on norms for staff:student ratios in advanced FE issued by the Pooling Committee in 1972. Mr John Delany, a DES cost accountant, had done the detailed study on which the recommendations were based.
DES	Department of Education and Science.
DIP HE	Diploma in Higher Education – qualification gained after two years (full-time) study at advanced level which may be a general education or may form first section of teacher training or other qualification.
DISTRICT AUDITOR	Thirteen officials appointed on a regional basis by the Department of the Environment to audit local authority accounts (including those of LEA colleges).
DMS	Diploma in Management Studies.
DoE	Department of Environment.
EITB	Engineering Industry Training Board.
EMEU	East Midlands Education Union (examining body).
FE	Further Education; all education after school; nearly always excludes universities; usually more specifically refers to LEA provision of vocational and non-vocational education in colleges and evening institutes; sometimes "FE" is used to differentiate vocational from non-vocational, the latter being then called "adult education"; sometimes "FE" is used to differentiate lower level work from "HE" or "Higher Education".
FEU (FECRDU)	Further Education Curriculum Review and Development Unit (DES sponsored).
FESC	Further Education Staff College (Coombe Lodge).
FURTHER EDUCATION REGULATIONS	Statutory regulations for FE; published as Statutory Instrument 1975, No. 1054.
GCE	General Certificate of Education.
HASLEGRAVE REPORT	*Report of the Committee on Technician Courses and Examinations.* (HMSO) 1969 recommended the establishment of the Business Education Council and Technician Education Council.
HCITB	Hotel and Catering Industry Training Board.
HE	Higher Education; usually refers to degree and equivalent studies requiring two A levels, ONC or equivalent as entry qualifications; usually

	includes both university and LEA colleges. (Early in this century, higher education meant post-elementary).
HMI	Her Majesty's Inspector of Schools: HMIs are ultimately answerable to the Secretary of State but are intended to preserve an independence. (*HMI: Today and tomorrow,* DES, 1970).
HNC	Higher national certificate (see National certificates and diplomas).
HND	Higher national diploma (see National certificates and diplomas).
HoD	Head of Department.
HOUGHTON REPORT	Major review of teachers' salaries conducted in 1974, *Report of the Committee of Inquiry into the pay of Non-University Teachers* (HMSO) 1974.
ILEA	Inner London Education Authority.
INSTITUTES OF HIGHER EDUCATION	Colleges doing a large proportion of advanced work, often formed by the merger of one or more colleges of education with (often) a technical college.
ITB	Industrial Training Board.
LACSAB	Local Authorities' Conditions of Service Advisory Board.
L1, L11	Lecturer, Grade I, Lecturer Grade II; grades established by Burnham Committee, the latter being more senior.
MSC	Manpower Services Commission. Established by the Employment and Training Act, 1973 to undertake the Department of Employment's responsibilities for training and employment exchange.
MODULE/MODULAR	A self-contained unit of a course which is combined with others to form a course, building-block style; a modular construction means that either a student can assemble a number of different packages or that common elements (perhaps, basic skills) required for different programmes can be taught together and slotted into the different courses.
NACIEC	National Advisory Council on Education for Industry and Commerce. Established in 1948, its work has included the Pilkington Reports and the Haslegrave Report.
NAFE	Non-advanced Further Education.
NATIONAL CERTIFICATES AND DIPLOMAS	The structure of joint committees which awarded national and higher certificates and diplomas (OND, HND, etc) is being replaced by Technician and Business Education Councils. (See BEC and TEC).
NATFHE	National Association of Teachers in Further and Higher Education. Teachers' Union formed by amalgamation of ATTI and ATCDE.
NTI	New Training Initiative.
OAKES REPORT	Report of The Working Group on the Management of Higher Education in the Maintained Sector, 1978.
ONC	Ordinary National Certificate (see National certificates and diplomas).
OND	Ordinary National Diploma (see National certificates and diplomas).

POLYTECHNICS	30 Polytechnics were formed after the White Paper, 1966 to be comprehensive academic communities, equivalent to universities in prestige and level of work but within the LEA sector; guidance on their government was issued as Administrative Memorandum 8/67. (The term "polytechnic" was used to refer to those colleges established in the tradition of Quintin Hogg's Regent Street Polytechnic).
PPITB	Printing and Publishing Industry Training Board.
RAC	Regional Advisory Council.
REGIONAL EXAMINING BODIES	Associations which offer various ranges of courses at craft and technician levels, some of their own, some with national certificates and diplomas, some with City and Guilds etc. Six with varied histories: East Midland Education Union, Union of Educational Institutions, Union of Lancashire and Cheshire Institutes, Northern Counties Technical Examinations Council, Welsh Joint Education Committee, Yorkshire Council for Further Education.
RMC	Regional Management Centre.
ROBBINS REPORT	Committee on Higher Education, chaired by Lord Robbins, appointed by the Prime Minister; report entitled *Higher Education* (HMSO) 1963; provided rationale for expansion of higher education in 1960s.
RSG	Rate Support Grant.
RUSSELL REPORT	The report of a committee of inquiry appointed by the Secretary of State and chaired by Sir Lionel Russell, *Adult Education: A Plan for Development* (HMSO), 1973.
SANDWICH COURSES	Courses with alternating periods based in colleges and in industry or commerce – often now a complete year in industry in middle of course.
SED	Scottish Education Department.
SEO	Society of Education Officers.
SRC	Science Research Council
SSRC	Social Science Research Council.
STC	Short Training Course.
STATUTORY INSTRUMENT	SIs are made by the Secretary of State under acts of Parliament and have legel force; usually they contain detailed regulations.
TAYLOR REPORT	Report of the Taylor Committee set up in 1975 to look into the government and management of schools.
TEC	Technician Education Council. Charged with validating courses and certification for technicians working in the engineering, construction and science related industries. It will become the single, nationally recognised, award-making body in this field. Courses leading to TEC awards started in September, 1976. There are four TEC awards – Certificate, Diploma, Higher Certificate and Higher Diploma.
TERTIARY COLLEGE	Post-secondary level institution: name usually applied to a college which makes provision, under FE regulations, for all 16-19 education needs – full or part-time.

TETOC	Council for Technical Education and Training for Overseas Countries.
TRAINING AND FE CONSULTATIVE GROUP	Set up by MSC and DES to provide a national forum for discussion of training and educational matters.
UCCA	Universities Central Council on Admissions.
UGC	University Grants Committee.
ULCI	Union of Lancashire and Cheshire Institute.
URDD GOBAITH CYMRU	Welsh League of Youth.
VIREMENT	The transfer of funds from the purpose for which they were approved in the estimates to another. It usually refers to transfers within heading of accounts (e.g. "Books, stationery and materials" or "Cleaning, domestic and administrative equipment") but sometimes from one heading to another.
WARNOCK REPORT	1978 Report on education of the handicapped.
WEA	Workers' Educational Association.
WEAVER REPORT	Report of the study of group chaired by Mr T. R. (later Sir Toby) Weaver on *The Government of Colleges of Education* (HMSO), 1966, whose recommendations formed the basis of the reform of college government in the Education (No. 2) Act 1968 and Circular 7/70.
WHITE PAPER 1956	*Technical Education* (HMSO) 1956 proposed expansion of FE, particularly advanced work, and the creation of the colleges of advanced technology.
WHITE PAPER 1966	*A Plan for Polytechnics and Other Colleges* (HMSO) 1966, proposed the establishment of polytechnics.
WHITE PAPER 1972	*A Framework for Expansion* (HMSO) 1972 heralded expansion of nursery education, the reorganisation of the colleges of education (see Circular 7/73) and the Diploma of Higher Education.
WJEC	Welsh Joint Education Committee.
YSA	Youth Service Association.
YSF	Youth Service Forum. Central body concerned with youth service.

Because the language of the Manpower Services Commission was heard more and more in the world of further education in the 70s the following list of MSC terms are included.

AREA BOARDS	There were 28 MSC Area Boards made up of representatives of employers, trades unions, local authorities, and voluntary organisations. Their functions were to plan and develop MSC programmes in their area and to lend their weight and that of the organisations they represented to marketing and evaluating the programmes in their area and to approve some of the projects.
CI	Community industry. Its particular aim was to prepare for regular employment young people who for various reasons found it difficult to obtain and keep jobs. Special emphasis was placed on the needs of those who are socially or personally disadvantaged.

COIC	Careers and Occupational Information Centre. Provides up to date information service including materials and advice about content, training requirements and prospects of occupations for the benefit of the public, of schools, and of those who give careers advice.
ERC	Employment Rehabilitation Centre. Provides facilities to assess and prepare people who after injury, sickness or unemployment want to enter or re-enter employment. They have tended to be restricted to disabled people, although those with other employment handicaps have also benefited to a limited extent.
ESD-ESA	The Manpower Services Commission originally consisted of two bodies, Training Services Agency (TSA) and the Employment Services Agency (ESA). These agencies are now departments of the MSC and are known as TSD and ESD.
"HOLLAND PROGRAMMES"	Term used to refer to The Youth Opportunities Programme and the Special Temporary Employment Programme.
JCP	Job Creation Programme. Introduced at the end of 1975 to provide temporary jobs in projects for unemployed people.
PER	Professional and Executive Recruitment. Provides a recruitment service for employers seeking staff at professional and executive level. Operates on a commercial basis. Provides services to enable job seekers to help themselves in job search.
SPD	Special Programmes Division. Responsible for the Youth Opportunities Programme (YOP) and the Special Temporary Employment Programme (STEP).
STEP	Special Temporary Employment Programme. Successor to the Job Creation Programme for adults. Its aim is to provide adults with temporary jobs, especially in areas of high unemployment. Priority is to be given to the longer term unemployed, particularly in inner city areas.
TOPS	Training Opportunities Scheme. Aimed at adults who need new training to take up new employment. Most of the training given under TOPS was related to specific skills or qualifications for which there was a demand.
TSD-TSA	(see ESD above).
UVP	Unified Vocational Preparation. Originally run jointly by TSD and DES. Aimed at employed young people. Designed to develop forms of vocational preparation which would benefit young people and gain the support of employers.
WEP	Work Experience Programme. An MSC subsidised scheme under which an employer would offer a chance for a young person to gain work experience on his premises for up to six months.
YES	Youth Employment Subsidy was designed to give help in assisting longer-term unemployed young people into regular employment.
YOP	Youth Opportunities Programme provided a range of opportunities for unemployed young people. Directed towards those aged 19 and under

who have been unemployed for six weeks or more. An undertaking was given by the MSC to the Government that every unemployed school leaver will be given a suitable opportunity not later than the following Easter.

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Contributor's Biographies

FRED AMESS

Clive Joels writes:-

"It was a tragic shock to his family, friends and colleagues when Fred Amess died in December 1981 after a short period of illness. Fred had completed about half of his paper when he died, outlining his experiences in the early part of the last decade up to the point where, in his words, the period of rapid change began." As a colleague of Fred's both in the Department of Civil Engineering and later in the Division of Alternative Education, Bradford College, Clive Joels has completed the perspective in terms of Fred's experiences as he saw them.

"Fred lived in Bradford most of his life and was in further education for well over twenty years, most of it at Bradford. The early part of his teaching was in Plumbing. In 1977 he was pleased to have an opportunity to leave the Plumbing Section and start something new with young unemployed people. He was a man at home in the Multi-Media Workshop, and an adaptable and willing participant in many different teaching situations. His influence and style have been left on all the elements of our present Youth Opportunities provision."

CHRISTOPHER FARMER

Joined City of Sheffield Education Department in 1976 after ten years teaching and moved into the further education field as Assistant Education Officer for post 16 education in 1979.
Represented AMA on the joint Officers Group which worked for the Macfarlane Committee and the joint MSC/AMA Working Party which drafted "The Youth Opportunities Programme and the local Education Authority". Currently representing the AMA and ACC on the Youthaid 21 hour Research Steering Committee. Contributed to the FEU Report on "Transition and Access". Trying to find time to complete an advanced level text on "Human Geography". Closely involved in the Sheffield Provision for the unemployed and its plan for tertiary reorganisation.

BOB HOLLYHOCK

Principal of Handsworth Technical College, Birmingham. Academic background in philosophy and politics (Wales); economics (London); educational administration and sociology (London); physical education. Background experience in business. Worked in NAFE and AFE in London and West Midlands.

CLIVE JOELS

Head of the Division of Alternative Education, Bradford College worked closely with Fred Amess from 1976, when, together with a number of other colleagues, they began the development of a range of programmes offered as a response to increasing unemployment amongst school leavers in Bradford. Before 1976 he was a member of the same Department as Fred, the Department of Civil Engineering and Construction, teaching on courses for Civil Engineering Technicians. Prior to joining the College in 1972 he completed a Master's degree in Business Administration at the Bradford Management Centre. This followed a period in Construction Engineering mainly with John Laing Construction Ltd, obtaining professional membership of the Institution of Civil Engineers. His first degree is a B.SC. Civil Engineering obtained whilst studying at the Northampton College of Advanced Technology in London, now City University.

MICHAEL LEECH

Principal of Harrow College of Further Education, formerly Vice-Principal, Vauxhall College. Previous appointments have been in FE, HE and schools. Qualifications include: BA(Hons) Geography; Diploma in Education (BACIE). A member of Council of the British Educational Management and Administration Society.
Research interests include the planning and management of post-16 institutional change; curriculum development in FE; the role of community colleges in the USA.

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DAVID PARKES

Staff Tutor, Further Education Staff College, Formerly – Bristol University, Undergraduate in Philosophy and English, then Lee Conway Post-graduate Scholar in Contemporary American Studies. Tulane University, New Orleans, Fellow and Fulbright Scholar. Bath University (latterly) research study on organisational development of a polytechnic from designation. Taught in secondary, further and higher sectors in England and USA. Published in both literary criticism and education management fields.

Consultancy work in education management in secondary and tertiary sectors in UK, Europe and USA. Currently member of BEMAS Council of Management – Chairman of its publications committee. 1980 Visiting Professor educational administration, University of Minnesota. Particular interests: governance and comparative education and training.

ASHLEY POLLARD

Degree in Metallurgy and Materials Science. Chartered Engineer. Member Institutions of Metallurgists, Mining and Metallurgy, Corrosion Technology. Research in iron and steel and metal extraction industry. Teaching experience in Industrial Metallurgy and Engineering in colleges in the West Midlands.

Educational management experience at Head of Department and Head of Faculty level in Basic, Adult, General education and currently as Head of specialist youth training unit on Merseyside.

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The changing face of FE is one of a number of FEU publications intended to inform teachers and others and to stimulate professional discussion about matters of concern to the Further Education service.

Other FEU publications in the Occasional Paper series are:

Microelectronics in FE: some personal perceptions. October 1981.

This report by Dr Ken Dean Principal of South East London College describes, from a personal point of view, a fast moving field of activity.

The document should help, in part at least, the education system to appreciate the nature of accelerating technological change, which is distorting and elongating the conventional spectrum of skills that are required by society.

On the basis of this report, there are few skills that we can discard at the moment from educational programmes. Students generally will require more not less skills to cope with changing jobs and technology.

Computer Aided Design in FE: some suggestions on the inclusion of CAD topics in Mechanical Engineering courses. November 1982.

This document, by Peter Ingham of the City of Birmingham Polytechnic, is intended to give guidance to those concerned with the introduction of Computer Aided Design (CAD) into technical curricula. Whilst specifically related to mechanical engineering, it should also prove useful to those in other disciplines. The author considers as inevitable the widespread adoption of CAD by British Industry. Further education will, therefore, have an obvious role to play in CAD development, if it is to remain a significant contributor to technological updating.

Copies of these documents (which are free of charge) are obtainable, while stocks last from the Publication Despatch Centre, Department of Education and Science, Honeypot Lane, Canons Park, Stanmore, Middlesex HA7 1AZ. Telephone number 01-952 2366 extension 503.

A complete list of FEU publications is available from the above address.

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